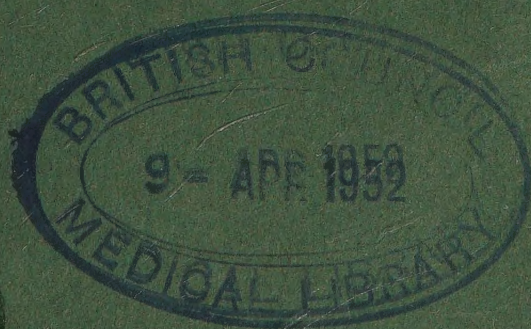




HOME OFFICE

Sixth Report on the Work of the Children's Department

May, 1951



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SIXTH REPORT ON THE
WORK OF THE CHILDREN'S
DEPARTMENT

MAY, 1951

LONDON : HIS MAJESTY'S STATIONERY OFFICE

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INTRODUCTION

1. Since the last report of the Children's Branch (now Children's Department) was published, in 1938, much has occurred which is of significance to those concerned with the welfare of children who have to be brought up away from their own homes. The outstanding change in legislative provision is the Children Act, 1948, based on the recommendations of the (Curtis) Care of Children Committee and the (Clyde) Committee on Homeless Children, which extended substantially the scope of the law relating to the care of children usually described as deprived of a normal home life. Under the Act, and the Transfer of Functions (Relief of Children) Order, 1947, which preceded it, functions which had previously been exercised by other government departments were transferred to the Home Office, which now has central responsibility in England and Wales for all children in this group. Concentration of responsibility for the care of the children has also been achieved locally by the appointment by local authorities of children's committees. An Advisory Council on Child Care was appointed in November, 1948, to advise the Secretary of State on matters connected with the discharge of his functions under the Children Act.

2. With regard to juvenile delinquents, the provisions of the Children and Young Persons Act, 1933, which has stood well the test of seventeen years, remain substantially unaltered, though some changes have been made by the Children and Young Persons Act, 1938, the Children Act, 1948, and the Criminal Justice Act, 1948. Two new methods of treatment for the young offender were introduced by the last mentioned Act, attendance at an attendance centre for those between the ages of twelve and twenty-one, and detention in a detention centre for offenders between the ages of fourteen and twenty-one. The first attendance centres for boys under the age of seventeen have now been established ; it is too soon yet to make any useful comment on their effectiveness, but it is to be hoped that the courts concerned will welcome this new way of dealing with the young offender, which is designed not only to punish him by depriving him of some of his leisure but also to show him how to use leisure to advantage. Detention centres will be established as soon as circumstances permit.

3. The continued high rate of juvenile delinquency is a cause of concern. It was not surprising that a major war with its disrupting effect on family life should, as in 1914-18, bring about an increase in the number of juvenile offenders. The serious aspect is that the number is still far above the pre-war level.

4. Improvements in the law of adoption, based on the recommendations of a departmental committee, were made by the Adoption of Children (Regulation) Act, 1939, and further substantial improvements were introduced by the Adoption of Children Act, 1949. The law relating to adoption has now been consolidated in the Adoption Act, 1950, which came into force on 1st October, 1950.

5. The increased duties devolving on the Home Office since the last report was written have led to expansion and some internal re-organisation of the Children's Department. When it was decided, in March, 1947, that central responsibility

CHAPTER I

for the care of children deprived of a normal home life should be taken by the Home Office, the Children's Department (which had already been organised in 1945 in two administrative divisions) was strengthened by the addition of a third division, and after the enactment of the Children Act, 1948, a fourth division was added. The Inspectorate, which had hitherto worked from London, was also augmented substantially and decentralised in six territorial groups, each under the charge of a Superintending Inspector, with headquarters in London (two groups), Birmingham, Leeds, Manchester and Cardiff. The inspection of children's homes, approved schools and remand homes is undertaken by the inspectors stationed at the group headquarters. This arrangement, which places the inspectors within convenient distance of the establishments they visit, and enables ready contact to be maintained with officers of the local authorities, has already proved its value. The Chief Inspector, the two Deputy Chief Inspectors, the Medical Inspectors and certain specialist inspectors, including those employed in connection with child care training, continue to work from the Home Office in London.

CHAPTER II

CARE OF CHILDREN DEPRIVED OF NORMAL HOME LIFE

INTRODUCTORY

6. The Transfer of Functions (Relief of Children) Order, 1947 (S.R. & O. 1947, No. 1644) followed by the Children Act, 1948, concentrated in the Home Office central responsibility in England and Wales for the care of children usually referred to as deprived of a normal home life, that is to say :—

- (a) children received into the care of a local authority because they have no parents or legal or *de facto* guardian, or because their parents or guardian are unable to provide for them properly, or have abandoned them;
- (b) children and young persons committed by a court, under the Children and Young Persons Act, 1933, as being in need of care or protection, or as offenders against the law, to the care of a local authority as a fit person ;
- (c) children who are subject to supervision by a local authority, having been placed privately with foster-parents for reward or placed for adoption, legal or *de facto*, through third parties ; and
- (d) children who are being cared for by voluntary organisations.

Immediate responsibility for the care or supervision of the children in classes (a), (b) and (c) rests with the councils of counties and county boroughs, and of those in class (d) with voluntary organisations.

7. In 1945, before the transfer of functions, the Home Office was concerned with some 10,000 children committed to the care of a local authority as a fit person, and with the inspection of about 460 voluntary homes. The remainder of the voluntary homes, numbering just under 430, were then inspected by other government departments. In 1949, some two years after the transfer, the responsibilities of the Home Office extended to some 55,000 children in the care of local authorities under the Children Act, including 14,000 committed by the courts under the fit person provisions of the 1933 Act, and with some 29,000 children in the care of voluntary organisations. In addition, the Home Office was concerned with approximately 36,000 children for whose welfare local authorities were responsible under the child life protection provisions or who had been placed for adoption, legal or *de facto* through third parties. Since 1st January, 1950, the Home Office has been concerned also with any children supervised by local authorities because notice has been given of intention to apply for an adoption order.

8. The Children Act gave effect to the main recommendations of the (Curtis) Care of Children Committee and the (Clyde) Committee on Homeless Children, and it will be of interest to recall the circumstances in which those committees were appointed.

THE (CURTIS) CARE OF CHILDREN COMMITTEE AND THE (CLYDE) COMMITTEE ON HOMELESS CHILDREN

9. Under the several Acts of Parliament, passed over a long period, making provision for children who had to be cared for away from their own homes,

central responsibility was divided among a number of government departments. There was division, similarly, in the field of local government, where immediate responsibility for the care of the children was exercised through different committees of the same county or county borough council, often working independently of one another. These arrangements led to overlapping and division of effort among different government departments and different committees of the local authorities. Immediately before the war, the central departments principally concerned, encountering the difficulties of divided control, had taken some steps to co-ordinate information and experience. In 1938, an inter-departmental conference was held, and this was to have been followed by further conferences under the auspices of the Home Office, and by regular interchange of information among departments. The war prevented the development of this scheme, and discussions between departments took place only as occasion arose. Some local authorities had also taken steps to secure a measure of co-ordination.

10. The experience of evacuation and its residual problems focused attention on the need for revision of the legislation relating to the care of children, and the Government's decision to bring the Poor Law to an end, with the introduction of comprehensive schemes of social security, turned the attention of departments to this problem. Public interest in the needs of the children was meanwhile aroused. On 15th July, 1944, a letter from Lady Allen of Hurtwood, published in "The Times", urged that there should be a public inquiry into the whole question of the welfare of children in the care of public authorities and voluntary bodies. The letter pointed out that, while attention had been given in reconstruction plans to many fundamental problems, no consideration appeared to have been given to improving the lot of children deprived of a normal home life who, it was said, were often brought up in repressive conditions, lacking in comfort, security, and individual affection. The letter attracted considerable public interest, which was reflected in Parliament and in the Press. A motion on the subject in the House of Commons commanded wide support.

11. In December, 1944, it was announced by the Secretary of State that a committee of inquiry was to be appointed for England and Wales, and, in view of the differences in the law, a separate committee for Scotland. Interest in the projected inquiry was deepened by the death, in January, 1945, of a boy who had been committed by a court to the care of a local authority as a fit person and boarded out with foster-parents in the area of another local authority. The foster-father was found guilty of manslaughter, and the foster-mother of neglect. An inquiry into the circumstances in which the boy (and his brother) were boarded out, and the arrangements for their supervision, was conducted by Sir Walter Monckton, whose Report, published in May, 1945, (Cmd. 6636), recommended that the "administrative machinery should be improved, and informed by a more anxious and responsible spirit".

12. In March, 1945, the Care of Children Committee, under the chairmanship of Miss (now Dame) Myra Curtis, was appointed by the Secretary of State, the Minister of Health, and the Minister of Education jointly, "to inquire into existing methods of providing for children who, from loss of parents or from any cause whatever, are deprived of a normal life with their own parents or relatives; and to consider what further measures should be taken to ensure

CARE OF CHILDREN DEPRIVED OF NORMAL HOME LIFE

that these children are brought up under conditions best calculated to compensate them for the lack of parental care”.

13. The Committee on Homeless Children, under the Chairmanship of Mr. J. L. Clyde, was set up by the Secretary of State for Scotland in April, 1945, with similar terms of reference.

14. The investigations of the Curtis Committee extended over a period of eighteen months, during which the Committee visited some 450 institutions throughout England and Wales and also a number of foster-homes. In March, 1946, the Committee presented an Interim Report on the subject of training in child care (Cmd. 6760), and in September, 1946, presented their Final Report (Cmd. 6922). The Committee found that, while the children were not generally neglected in a physical sense and while progressive local authorities and voluntary organisations were providing for the full needs of the children, there were many establishments both under local authority and under voluntary management in which children were being brought up unimaginatively, with too little affection, interest and colour in their lives. The Committee felt that a determined effort should be made to lift the standard of care to a new and higher level, and with this object made recommendations on all aspects of the care of the children. The recommendations were designed in particular to improve methods of bringing up the children, so that due weight should be given to the needs of every child. It was emphasised that the children should feel that they were valued as individuals. On the subject of administration, the Committee recommended that, at the local authority level, responsibility should be transferred to a single committee reporting direct to the council and having as its principal officer a children's officer. Centrally, responsibility should be concentrated in a single government department which would define and maintain standards by inspection, advice and direction and act as a clearing house for progressive ideas. The Clyde Committee reported (Cmd. 6911) on similar lines.

15. The recommendations of the Curtis and Clyde Committees were accepted by the Government, a statement to this effect being made by the Prime Minister in Parliament on 24th March, 1947, when it was announced also that the Government had decided that central responsibility in England and Wales should rest with the Home Office.

16. It was decided that such measures as were possible to give effect to the recommendations pending the passage of a Bill should be taken, and, on 25th July, 1947, the Transfer of Functions (Relief of Children) Order, 1947 (S.R. & O. 1947, No. 1644), was made under the Ministers of the Crown (Transfer of Functions) Act, 1946, transferring to the Secretary of State the functions of the Minister of Health, exercisable under the Poor Law Act, 1930, with respect to children deprived of a normal home life.

17. In a circular issued on 1st September, 1947, the Home Office invited local authorities to proceed with the formation of children's committees and the appointment of children's officers, in advance of legislation. Another measure taken was the revision, with effect from 1st January, 1947, of the rules governing the boarding out of children by local authorities with foster-parents, to meet criticisms contained in the Monckton and Curtis Reports.

CHAPTER II

18. In July, 1947, the Central Training Council in Child Care was appointed by the Secretary of State, and, in co-operation with the Universities, local education authorities, and voluntary organisations, schemes of training for workers in child care were inaugurated.

CHILDREN ACT, 1948

19. The Children Bill, introduced in the House of Lords in December, 1947, received general support, and became law on 30th June, 1948. It came into operation on 5th July, 1948, at the same time as the National Assistance Act, 1948, which brought the Poor Law to an end. Its provisions are designed to ensure that all children in the care of local authorities or voluntary organisations are brought up in good conditions, in an atmosphere of affection and security comparable with that enjoyed by a child living in his own home with good parents. In the words of the Curtis Committee, the aim is that "all deprived children shall have an upbringing likely to make them sound and happy citizens, and shall have all the chances, educational and vocational, of making a good start in life which are open to children in normal homes". The main provisions of the Act were summarised in a circular issued by the Home Office to local authorities on 8th July, 1948, and reproduced in Appendix I.

20. With the coming into force of the Children Act, the appointment by local authorities of children's committees and children's officers, and the transfer of functions to them, began in earnest. The transfer was carried out smoothly, and by the end of 1948 the new arrangements were taking satisfactory shape.

21. Children's officers were appointed without avoidable loss of time. In only a few areas was there delay in making appointments, the usual reason being that no suitable candidates applied when the post was first advertised. The Curtis Committee regarded the children's officer as the pivot of the child care arrangements, the vital personal link between the local authority and the child. The Committee described the qualities required in these terms :—

"The children's officer should in our view be highly qualified academically, if possible a graduate who has also a social science diploma. She should not be under thirty at the time of appointment and should have had some experience of work with children. She should have marked administrative capacity and be able readily to grasp local government procedure and to work easily with local authority committees. Her essential qualifications, however, would be on the personal side. She should be genial and friendly in manner and able to set both children and adults at their ease. She should have a strong interest in the welfare of children and enough faith and enthusiasm to be ready to try methods new and old of compensating by care and affection those who have had a bad start in life. She should have very high standards of physical and moral welfare, but should be flexible enough in temperament to avoid a sterile institutional correctness."

22. Whilst it would be unrealistic to suggest that all children's officers appointed possess in combination the high qualities specified by the Curtis Committee, the standard is generally good and reflects the care taken by local authorities in making the appointments. About two-thirds of the children's officers are women, and most have had University training. A few authorities

have taken advantage of the provision in the Act which enables two or more local authorities to appoint the same person to be the children's officer of each local authority, and in one instance three authorities have appointed the same person. In one or two cases, the Secretary of State has consented to children's officers performing functions other than those which under the Act stand referred to the children's committee, but consent has been given only where the number of children in care was small, and it was clear that their interests would not be prejudiced.

CHILDREN IN THE CARE OF LOCAL AUTHORITIES

23. The children for whose upbringing local authorities are responsible under the Children Act are children in care under section 1 of the Act, and children committed by a court to the care of a local authority as a fit person. In addition, section 6(4) of the Act enables a local authority to receive into their care, with the consent of the school managers, a child on licence from an approved school, or under the supervision of the managers, who has no home or whose home appears to the managers to be unsatisfactory. The purpose of section 6(4) is to make available to certain children from approved schools the resources of the child care service developed by local authorities under the Act.

24. Section 1 of the Act (which replaces the provisions of the Poor Law as respects provision for the care of destitute children) places a duty on a local authority to receive into their care, where it appears to them that their intervention is necessary in the interests of the welfare of the child, any child in their area under the age of seventeen years who has no parent or guardian, or is abandoned or lost, or whose parents or guardian are prevented for the time being or permanently, by incapacity or any other circumstances, from providing for his proper accommodation, maintenance and upbringing. (Section 1 of the Act does not empower a local authority to take a child into care against the wishes of his parent or *de facto* guardian. The power to order the removal of a child from his home is reserved to a court, under the care or protection provisions of the Children and Young Persons Act, 1933.) The provisions of the Act were applied to children in care under the Poor Law when the Act came into force as if they were in care under section 1.

25. The duty to receive a child into care rests on the authority in whose area the child is at the time, while financial responsibility lies with the authority in whose area he is ordinarily resident. Where a child, on being received into care, is ordinarily resident in the area of another local authority, that authority may take over his care at any time within three months from the date on which ordinary residence is determined or, with the consent of the authority who receive the child into care initially, at any subsequent time. The object of the three months' limitation is to protect the child from disturbance after he has settled down in the area of the authority who first received him into care.

26. The Children Act recognises that a child should be brought up in his own home whenever this is possible, and puts a local authority under a duty, where it is consistent with the welfare of the child in their care under section 1 of the Act, to endeavour to secure that he is restored to his parent or guardian,

or is found a home with a relative or friend. The Act further requires a parent of a child under the age of sixteen in care to keep the local authority notified of his address, and empowers a local authority to pay travelling and other expenses to enable a parent or other person connected with the child to visit him, where the person would be involved in undue hardship if he himself had to pay. A local authority may pass a resolution assuming parental rights over a child in their care under section 1 who has no parent or guardian, or who has been abandoned by his parent or guardian, or whose parent or guardian is incapable of caring for him by reason of permanent disability, or who is, in the opinion of the local authority, of such habits or mode of life as to be unfit to have the care of him ; but, to safeguard the interests of the parents, the matter must be referred to a juvenile court for determination if a parent or guardian objects to a resolution. Subject to the right of a parent or guardian to take over at any time the care of his child who is not the subject of a resolution under the Act, and to the duty of the local authority, where it is consistent with the welfare of the child, to endeavour to secure that his care is taken over by his parent or guardian, or by a relative or friend, the local authority are normally required to keep a child in their care as long as he is under the age of eighteen and his welfare appears to require it. (The circumstances in which a local authority are not required to keep a child in care are, if his care is taken over by another local authority or by the Minister of Pensions in the case of a war orphan, or if the child becomes subject to the Mental Deficiency or Lunacy and Mental Treatment Acts, or becomes subject to an approved school order.) A fit person order, unless revoked, also continues in force until the child becomes eighteen. The parent may make application to a court at any time for the termination of a resolution under the Children Act or for the revocation of a fit person order under the Children and Young Persons Act, 1933. The parents of a child under the age of sixteen in the care of a local authority are under obligation to contribute according to their means towards the cost of the child's maintenance ; the local authority may arrange for this by agreement with the parent, or may apply to a court for an order requiring the parent to pay.

27. Before the Children Act came into force, a court was able to commit a child to the care of a local authority as a fit person only if the authority were willing to undertake the care of the child. The Children Act places on local authorities a duty to act as a fit person where the court so decide, except in cases where the child or young person is already the subject of a probation order or supervision order, or the court proposes to make such an order at the same time as the fit person order, in which event the consent of the local authority is required to committal. This extension of the duty of a local authority was made with the object of giving greater freedom to the courts to prescribe the treatment that they considered to be most suitable for a child.

28. Section 12 of the Children Act defines the responsibility of a local authority towards a child received into their care whether under section 1 of the Act or committed by a court to the care of the local authority as a fit person. The authority are required to "exercise their powers with respect to him so as to further his best interests, and to afford him opportunity for the proper development of his character and abilities". Section 12 states also that, in providing for a child in their care, the authority are to "make such use of facilities and services available for children in the care of their

CARE OF CHILDREN DEPRIVED OF NORMAL HOME LIFE

own parents as appears to the local authority reasonable in his case". The intention is that every child in care should have the opportunities available to a child brought up by good parents and under conditions which put him as nearly as possible in the position of a child living in his own home.

29. The ways in which a child in the care of a local authority may be accommodated are specified in section 13 of the Act. If practicable and desirable, the local authority must board him out. Where this is not practicable or desirable for the time being, they may accommodate him in a children's home provided under the Act or in a voluntary home. In some circumstances the child may be provided for in other ways, for example, in a boarding school or in a hostel. The use of accommodation provided under the National Assistance Act, 1948, for children under the age of three years, or for children of three or over for more than fourteen days, is permissible only with the consent of the Secretary of State. The Act requires local authorities to provide separate accommodation for the temporary reception of children, with the necessary facilities for observation of their physical and mental condition. The Secretary of State is empowered to make regulations as to boarding out, and on the conduct of children's homes.

NUMBER OF CHILDREN IN CARE

30. The number of children in the care of local authorities on 30th November, 1949, the latest date for which complete statistics are available, was 55,255^(a), of whom 41,210 were in care under section 1 of the Children Act, 14,022 had been committed by the courts to the care of a local authority as a fit person, and 23, on licence from approved schools or under the supervision of the school managers, were in care under section 6(4) of the Children Act. The children were accommodated as follows :—

	<i>Boys</i>	<i>Girls</i>	<i>Total</i>
Boarded out	8,951	10,320	19,271
Children's homes	15,225	9,283	24,508
Residential accommodation for children			
ascertained to be handicapped ...	863	448	1,311
Hostels	455	277	732
Voluntary homes	3,161	2,807	5,968
Accommodation provided under the			
National Assistance Act	795	509	1,304
Other accommodation	1,211	950	2,161
Total	30,661	24,594	55,255

31. The 55,255 children in care comprised 3,853 under the age of two, 7,845 who had reached the age of two but not compulsory school age, 35,986 of compulsory school age, and 7,571 over school leaving age.

32. Of the 41,210 children (22,948 boys and 18,262 girls) in care under section 1 of the Act, it was estimated that about 3,400, or 8%, were in care temporarily, for example, because of the illness or confinement of their mothers, and were likely to be able to return to their own homes within six months of the date of being received into care.

(a) Provisional figures show that the number of children in the care of local authorities on 30th November, 1950, was 58,987, of whom 21,710, or 37%, were boarded out.

CHAPTER II

33. The number of children in care under section 1 of the Act in respect of whom resolutions under section 2 were in force on 30th November, 1949, was 7,828, the reasons for the resolutions being as follows:—

No parent or guardian	1,371
Abandoned	1,715
Permanent disability of parent or guardian	1,005
Parent or guardian of such habits or mode of life as to be unfit to have the care of the child	3,161
Other reasons (resolutions passed under section 52 of the Poor Law Act, 1930, for a reason not provided for in the Children Act)	576
Total	7,828

34. Children committed to the care of a local authority as a fit person, of whom there were 7,697 boys and 6,325 girls, include children brought before the courts as being in need of care or protection, and a small number of delinquent children. Among the former are children against whom certain offences have been committed, including children neglected, abandoned, exposed, assaulted or ill-treated in a manner likely to cause unnecessary suffering or injury to health ; children who, through lack of proper care and guardianship, have fallen into bad associations or have been exposed to moral danger ; children who have failed to attend regularly at school, and children beyond control. The delinquent children are generally young children, or children who, in the opinion of a court, have not revealed defects of character rendering it necessary for them to receive training of the kind given at an approved school, but for whom removal from home is nevertheless necessary in their interests.

35. Among those in care on 30th November, 1949, were 433 children deemed to be mentally defective within the meaning of the Mental Deficiency Acts. These children, some of whom create serious difficulties in children's homes, have to be retained in care under the Children Act until accommodation, of which there is a shortage, can be found for them elsewhere by the authorities responsible under the Mental Deficiency Acts.

BOARDING OUT

36. In putting a local authority under a duty to board out a child in their care unless this is not practicable or desirable for the time being, the Children Act gives expression to the view that boarding out in suitable foster-homes, with proper safeguards to ensure the welfare of the children, is the form of care which approaches normal home life most nearly.

37. The extent to which boarding out was practised before the Children Act came into force differed with the different classes of children. The boarding out of children maintained under the Poor Law used to be restricted, unless with the consent of the Minister of Health, by the Public Assistance Order, 1930, to orphan or deserted children and children in respect of whom the authority had assumed parental rights by resolution under section 52 of the Poor Law Act, 1930. The Curtis Committee, however, noted in their Report that departure from this restriction had been freely authorised by the Minister

for some years, and the restriction was removed in January, 1945, by the Public Assistance (Amendment) Order, 1945. The immediate purpose of the change was to facilitate the continuance in private care of children maintained under the Poor Law who had been billeted under the evacuation scheme. In 1946, the number of children boarded out by public assistance authorities was approximately 4,900 out of a total of 32,900 in their care under the Poor Law.

38. In the case of children committed to the care of a local authority as a fit person, the Children and Young Persons (Boarding Out) Rules made boarding out obligatory, subject to exception for special cases with the consent of the Secretary of State. The difficulties of finding foster-homes for certain children, however, led to an increasing number being retained in institutions, and the Home Office reminded local authorities, in a circular dated 30th March, 1944, of the requirement that in general the children should be boarded out, and advocated the employment of boarding out officers to find foster-homes and to supervise the welfare of the children. It was suggested, with the concurrence of the Ministry of Health, that arrangements for boarding out the fit person order children might be combined with those for boarding out under the Poor Law, and perhaps also with the arrangements for visiting foster children supervised under the child life protection provisions of the Public Health Acts. Responsibility for children committed to the care of a local authority as a fit person fell at this time on the local education authorities. In April, 1945, however, with the coming into force of the Education Act, 1944, the councils of county districts ceased to be local education authorities, their powers and duties being transferred to the councils of counties. This reduced the number of authorities responsible for the children, and the concentration of the work had the advantage of reducing the number of authorities who had under their care too few children to justify the appointment of specialist staff. Gradually the numbers of authorities employing boarding out officers increased, although progress was retarded by the dearth of persons trained for, or with experience of, this work. In 1945, some 6,000 children out of a total of 10,000 in the care of a local authority as a fit person were boarded out.

39. In 1946, the boarding out rules made under the Poor Law Act, 1930, and under the Children and Young Persons Act, 1933, were revised to meet criticisms in the Monckton and Curtis Reports and were replaced by the Children and Young Persons (Boarding Out) Rules, 1946, and the Public Assistance (Boarding Out) Order, 1946. The new rules, which came into operation on 1st January, 1947, were sent to local authorities with a memorandum on boarding out prepared jointly by the Home Office and the Ministry of Health. The Children and Young Persons (Boarding Out) Rules, 1946, except in so far as they are inconsistent with provisions in the Children Act, remain in force and now govern all boarding out by local authorities under that Act. An important change brought about by the Children Act is that a local authority are no longer required to apply under Rule 4 for the consent of the Secretary of State to alternative arrangements, where a child committed to their care as a fit person is not boarded out within three months of coming into care. Local authorities are now under a general duty to board out every child in their care, unless it is not practicable or desirable for the time being to do so. The Rules are reproduced in Appendix II. It is intended to replace them by regulations

to be made under the Children Act, which will govern boarding out by voluntary organisations as well as by local authorities.

40. On 30th November, 1949, the number of children boarded out was 19,271 (8,951 boys and 10,320 girls) representing 35% of the children in the care of local authorities. (Figures given in the Curtis Committee Report, in 1946, showed that there were in foster-homes about 4,900 children in care under the Poor Law, 6,000 in care under fit person orders, and 3,000 homeless evacuees. These 13,900 children represented 29% of the total of the three groups.) Of 34,357 children in the care of county councils in 1949, 12,156 or 35.4% were boarded out: the corresponding figures for county borough councils were 20,898 in care, and 7,115, or 34%, boarded out. Among counties, the highest percentage (73%) was achieved by Cardiganshire with 86 children out of 118 boarded out. The counties next to Cardiganshire were Brecknockshire and Nottinghamshire 60%, Carmarthenshire and Derbyshire 58%, East Suffolk 57%, Herefordshire 53%, Cheshire 52%, Norfolk 50% and Cornwall, Dorset and Kent 49%. The lowest county percentages were 11%, 15% and 16%, with three others under 20%. Among county boroughs, Nottingham City was highest, with 68% boarded out. Other county boroughs with high percentages were: Dewsbury 66%, Hastings 62%, Plymouth and Walsall 60%, Dudley and Exeter 59%, Burnley and Swansea 57% and Reading 56%. The lowest county borough percentages were 9%, 10% and 16%, with four others under 20%.

41. Lack of qualified staff is one reason for failure to board out in sufficient numbers. Boarding out, to be successful, requires a skilful and imaginative search for foster-homes, care in selecting the right home for each child and careful supervision. For these tasks the children's officer must have an adequate staff of persons selected for their experience and skill, and there must be willingness to spend money on publicity. It has been noticeable that, where the field staff has been increased, and in particular where the additions have been trained workers, the number of children placed has risen and the homes for particular children have been more suitable.

42. Other reasons for the variations between areas in the extent of boarding out are that some local authorities had a good tradition of boarding out before the Children Act came into force, whereas others had boarded out few children and had retained most of them in children's homes. A number of local authorities made useful contacts when placing evacuated children in the war years, and have been able to follow these up when seeking foster-homes. In some areas, poor results may be due in part to inadequate rates of payment to foster-parents. In others, a contributory factor is the absence of facilities for the reception and assessment of the needs of children when they first come into care.

43. Experience shows that the successful placing of a child in a foster-home will often encourage other families in the neighbourhood to offer homes, and there is no doubt that this is the best form of publicity. Other methods employed by local authorities to find foster-homes include talks to voluntary organisations, Press articles and advertisements, and pamphlets. Sometimes the local clergy have been able to put children's officers in contact with suitable foster-homes, and at least one local authority has with success related its advertisements in

the Press to individual children, without, of course, mentioning their names. Typical advertisements are as follows :—

“ Mischievous boy, 5 years old, needs permanent home with kindly and sympathetic foster-parents ; allowances given.—Apply : Children’s Dept.”

“ Good foster-homes required for two brothers, aged $1\frac{1}{2}$ and 3 years and a small boy aged 6, who have never had a home of their own, and are missing the affection of a mother and family. Full information given on application to Children’s Dept.”

44. A Central Office of Information film on the need for foster-homes entitled “A Family Affair” has been made for the Home Office and the Scottish Home Department by the Crown Film Unit. A ten-minute version of the film has been distributed to cinemas throughout the country, and there is a seventeen-minute 16 m.m. version available, without charge, for private showing on application to the Central Film Library, or sub-libraries.

45. That girls are easier to place than boys is shown by the fact that, whereas the total number of boys in care on 30th November, 1949, was 30,661 as against 24,594 girls, only 8,951 boys (29%) were boarded out compared with 10,320 girls (42%). In general, it is easier to place young children who are likely to be in care for a long time than either older children or children in care temporarily, and particular difficulty has been experienced in placing older children after they have been resident in children’s homes for some time. Some local authorities have, in fact, hesitated to try to board out older children from children’s homes, which is a matter for regret, since those children, like all others, have eventually to adjust themselves to life in the outside world. It is understandable that there should sometimes be difficulty in placing children who are in care temporarily, since foster-parents may be apprehensive of growing fond of a child whom they will have in their home only for a limited time, but many local authorities have nevertheless been able to find numbers of foster-parents willing to take a succession of children in care for short periods and a few authorities have lists of families willing to take a child in an emergency. Voluntary agencies are sometimes able to help in compiling such lists. As the boarding out of the children in long-term care is extended, the need will increasingly be for foster-parents willing to take children for a limited period.

46. Some local authorities consider it impracticable to board out backward children or children suffering from a physical disability. Although it is difficult to place such children and when placed they require specially careful supervision, they have been boarded out successfully in some areas. For a child in need of special education for whom a place in a residential special school is not suitable or available, a sympathetic foster-parent and attendance at a day school where he receives special education may often provide a better environment than a children’s home, where such a child might be at a disadvantage or be a disturbing influence.

47. One of the more difficult problems connected with boarding out is the course to be followed when several members of the same family have to be accommodated and the prime consideration is to keep brothers and sisters together. The arrangement to be made must depend upon the circumstances in the particular case, but the most satisfactory method, where all cannot go

to the same foster-home, may often be to board the children out with different families in the same street or in nearby streets and to secure that they have full opportunity to keep in contact as a family. If this is not possible, it will often be better to keep them together in a family group children's home.

48. The rates paid to foster-parents for boarded out children vary from one area to another, but the principle upon which allowances are made is that the amount should cover the cost of maintaining the children and should not include any element of remuneration. The object is to attract as foster-parents persons who are genuinely fond of children and who will take a child or children to be brought up as members of the family. It was formerly the practice of the Home Office to specify maximum rates of allowances to foster-parents by local authorities which would be approved for the purposes of Exchequer grant, subject to the approval of higher rates in special circumstances where, for example, a child was handicapped and the foster-parents were involved in extra expense. Since April, 1950, however, it has been arranged that, so long as the aggregate expenditure of a local authority on children boarded out with foster-parents and on certain other classes of children does not exceed a specified average sum per head (now 40s. weekly) in a financial year, the local authority are free to determine, according to need, the amount to be spent on any individual child.

49. There is scope for a considerable extension of boarding out, including the boarding out of children likely to be in care for a limited period, and the experience of the first two years of the operation of the Children Act confirms the view that this is the best way of providing for a large number of the children in care. It is to be expected that the success which has attended the intensive and imaginative efforts of some authorities will inspire others to secure more foster-homes.

CHILDREN'S HOMES PROVIDED BY LOCAL AUTHORITIES

50. The children's homes provided by local authorities which are now subject to inspection by the Home Office include homes for children of all ages provided under the Poor Law (among which were nurseries for young children, receiving homes, family group homes, cottage homes, large institutional type homes, and hostels), nurseries for children under the age of five provided under the Public Health Acts, and a number of hostels provided for evacuated children which were in use for children maintained under the Poor Law or committed to the care of a local authority as a fit person by a court. When the Children Act came into force these homes were appropriated for the purpose of children's homes provided under Part II of the Act. In addition, a number of nurseries in public assistance institutions were in use, principally for children under the age of three.

51. Article 27 of the Public Assistance Order, 1930, prohibited the retention of any child between the ages of three and sixteen in "the institution" for more than six weeks, except in the sick wards or on medical grounds. Thus, apart from the sick, the only children aged three or over who should have been found in public assistance institutions were those admitted in an emergency or as a temporary measure. The Curtis Committee mentioned in their Report, however, that enforcement of the rule had always been a matter of difficulty, and that the retention of children aged three years or over in public assistance institutions was not uncommon.

52. The number of local authority children's homes in February, 1951, was 869. Since 1948, following the organisation of the inspectorate in territorial groups, general inspection visits have been undertaken by inspectors stationed at the group headquarters. Many of the homes have been visited in addition by the Children's Department medical inspectors to investigate the medical arrangements and to advise on health problems, and by an inspector to advise on catering. The general experience has been that the visits of inspectors have been welcomed, and that the staff of the homes have been glad of the opportunity of discussing their problems and of learning of ways in which those problems are being dealt with in other areas. Inspection visits have usually been followed by informal conferences with the children's officer to discuss improvements which might be made in the homes, and there have been many meetings at the Home Office with representatives of local authorities to consider problems or to discuss development plans.

53. Memoranda giving guidance on the provision and conduct of reception centres and residential nurseries have been sent to local authorities (and to voluntary organisations), and are reproduced as Appendices III and IV. These memoranda were based on advice tendered to the Secretary of State by the Advisory Council on Child Care. A memorandum on the conduct of children's homes, and regulations to be made under the Children Act on the same subject, are in course of preparation.

54. The existing children's homes may conveniently be considered under the headings of family group homes, grouped cottage homes, large homes, residential nurseries, reception centres and hostels.

55. **Family group homes.**—The term family group home is used to describe homes accommodating not more than about twelve children, usually in an ordinary house in a street. Some of the homes accommodate children of both sexes, others are homes for boys only or girls only. A number of the homes take children of a wide age range, for example from three to fifteen, others take a limited range, the children being transferred to other homes when they reach the age of about ten. The usual staff is a resident housemother (and occasionally a housefather) with an assistant and, in some of the homes, domestic help. An interesting development is the employment in a few homes of married couples, the husband following employment outside the home. In such cases the usual arrangement is for the housemother to receive a salary and for the husband to receive free emoluments, in return for which he is expected to interest himself in the children. The standard of furnishing in the family group homes is, with a few exceptions, good, corresponding fairly closely with that to be found in normal homes. The children in family group homes go to school outside the home and, since the homes are small, have good opportunity for mixing with children living with their parents in the locality.

56. It is generally accepted that the family group home is the best type of children's home, and is the most satisfactory way of providing for the great majority of children who cannot be boarded out. In small homes of this kind it is possible to create an environment closely resembling that of ordinary family life, and to bring the children up in much the same way as others living with their own families in the neighbourhood. Local authorities contemplating the establishment of new children's homes since the Children Act came into

force have accordingly been encouraged to provide family group homes in preference to larger homes, and the provision of homes of this kind will be advocated in the memorandum on the conduct of children's homes which is to be issued shortly. The provision of small homes does not exclude the need for homes for special purposes, in particular, reception centres, residential nurseries and hostels. Since the Act came into force 41 new family group homes have been opened and others are in course of construction. In some areas children's homes indistinguishable externally from the pairs of semi-detached houses around them have been built on council housing estates.

57. Improvements brought about in existing homes since the Children Act came into force include widening of age ranges, and mixing of the sexes to create a more natural group and to avoid the separation of brothers and sisters; better amenities and a higher standard of furnishing with a view to providing a brighter and more comfortable environment; and more toys, pocket-money and outings.

58. In some areas, local authorities setting up new family group homes have envisaged the supervision of the homes by a superintendent, in the way in which grouped cottage homes are supervised. This practice is discouraged, since it results in the housemothers having less responsibility for children in their care than is consistent with their position as substitute parents. Necessary supervision should be exercised by the children's officer or, if the size of the authority renders direct supervision impracticable, by a member of the children's officer's staff deputed to deal with the problems of the family group homes. It is of particular importance (as authorities are increasingly realising) that in family group homes attention should be paid to holiday arrangements and regular relief for the staff, since they otherwise tend to lead a restricted and isolated life.

59. It is hoped that it may be possible to introduce into the family group homes some children under the age of three years who are now accommodated in residential nurseries, but at present few of these homes have staff with experience or training in the care of very young children and most housemothers have too much to do to cope with the additional work which the care of such children would entail. This development accordingly awaits the training of staff suitable for these duties.

60. **Grouped cottage homes.**—The grouped cottage homes consist of groups of cottages each accommodating, in most cases, from ten to twenty children in the care of a housemother and assistants or a married couple. It is usual for boys and girls to be accommodated in separate cottages, though in recent years there has been some mixing of the sexes, and if children of nursery age are accommodated in the cottage homes they are usually housed in a separate cottage. Sometimes one cottage is set aside for the temporary reception of children on coming into care. The cottage home is ordinarily under the supervision of a superintendent and a matron, who usually reside in a separate house within the grounds. Frequently there is a central store from which the housemothers draw provisions, clothing and equipment, and in some of the homes food is cooked in a central kitchen. Most of the children in the cottage homes go to outside schools, but in a few homes the school is on the premises.

CARE OF CHILDREN DEPRIVED OF NORMAL HOME LIFE

61. Although it is possible within the cottages to create a family atmosphere, one of the defects of homes of this type is that the cottages form in the aggregate a large community of children in care, who are too numerous to be absorbed readily into the ordinary life of the neighbourhood. Where a home has facilities in the grounds such as swimming baths and playing fields, and in particular if there is a school, the isolation may be accentuated, since the children have less reason to go outside. These disadvantages may be overcome to some extent by inviting children living with their parents into the home and by encouraging the children in the home to seek their friends outside, but there are not always sufficient such children living in the locality for this to be practised on any appreciable scale.

62. Local authorities have accordingly been urged to use their grouped cottage homes, so far as possible, for children who will be returning to their parents after a short period in care, and for reception or nursery purposes, since children in these categories are less in need of outside contacts. In the long run it is hoped that uses other than the accommodation of children in care may be found for the grouped cottage homes, and some authorities already have such a change of purpose in view. For the most part, however, progress has been delayed by the pre-occupation of authorities with the day-to-day problems of accommodating children coming into care, the shortage of suitable properties available for adaptation as new homes, and the restrictions on new building. A substantial difficulty is that in a few areas grouped cottage homes, shared in some cases by two or more authorities, represent virtually the only accommodation owned by the local authority for children in care.

63. In many of the cottage homes the numbers of staff are inadequate, with the result that the housemothers are harassed and overworked and are unable to give the children the personal interest which they need. In a few cases where attention has been called by inspectors to deficiencies in staffing, little immediate improvement has been possible because of the lack of accommodation for resident staff and of the difficulty of recruiting non-resident staff owing to the remoteness of the cottage homes from the nearest town. Often the need is to reduce the number of children rather than to add to the numbers of staff. The system under which cottage homes are supervised by a superintendent and a matron means that the housemothers have less responsibility for the children in their care than is consistent with ordinary home life. Where it is possible to eliminate central cooking and to arrange for the housemothers to shop for the children, the disadvantages of the system are mitigated, but in many cottages there is little cooking equipment, and their situation is such that the housemothers have little opportunity to visit the shops.

64. The standard of furnishing in the cottage homes is gradually improving, but there is still in some a general drabness which, combined with the depressing buildings, gives them an institutional appearance. It is, however, encouraging to find that more local authorities are realising the importance of bright surroundings and are providing for the refurnishing of homes. An efficient hot water supply, more baths, wash basins and lavatories, and modern cooking stoves, would also greatly improve many of the homes, but this raises the difficult question of whether or not it is worth while spending large sums on unsuitable premises which may ultimately be vacated. In such cases, the advice of the Home Office has been that, if there is any possibility of the home

being given up in the foreseeable future, the local authority should confine structural improvements to the minimum consistent with the well-being of the children and concentrate on improved staff and better furnishings which can be transferred to new premises when these become available.

65. It is impossible to overstress the importance of adequate outside contacts for the children in the cottage homes. Voluntary agencies, to whose work reference is made in more detail in paragraphs 121-124, are ready to assist, and in addition there are guides, scouts, church societies and social clubs to which the children can be encouraged to belong. It is important that every opportunity should be taken to bring into the cottages, as guests, children from ordinary homes, and to encourage the children in the cottage homes to make friends with those outside.

66. **Large homes.**—The homes which are larger than the family group homes and which are not organised as grouped cottage homes vary considerably in size, the biggest (run as a residential school) accommodating as many as 480 children. Other homes in this group, some of which are of modern construction, take much smaller numbers of children.

67. The biggest of the buildings are institutional in character and are an embarrassing legacy to authorities anxious to develop the care of children on modern lines. The characteristics of these homes are large dormitories and playrooms which in themselves constitute an insuperable obstacle to the creation of a homelike atmosphere. Most local authorities with such homes plan to dispose of them and replace them by family group homes or other small homes, but the restrictions on building and the heavy cost of providing alternative accommodation prevent rapid progress in this direction. The difficulties are accentuated by the fact that in most areas all the children's homes are full, and in some the number of children coming into care is rising, with the result that newly acquired premises are immediately filled up. As is mentioned in earlier paragraphs, an important contribution to the solution of the problem of unsatisfactory buildings is to pursue a vigorous boarding out policy.

68. In homes where the children cannot be housed in small groups in separate buildings, a helpful development is the creation of family groups inside the home by placing a small number of children in the charge of a particular house-mother, who will make them her special responsibility. Sometimes the children with their housemother can be accommodated in a separate wing or floor of the building. Commonly, however, the construction of the building renders this impracticable, and the most that can be done is for the responsible house-mother to gather her group together at meals and informally from time to time, if possible in a small room apart from the other children. The important factor is that the children should be in the care of a particular housemother who will make them her special charge and to whom they can turn in time of difficulty. In a number of homes there have been developments of this type, but in most little can be done until overcrowding has been reduced or additional staff appointed.

69. It is particularly important that, in homes which are structurally unsuitable, staff should be adequate and of high quality, and that the furniture and fittings should be of a non-institutional type. The provision of new

equipment and the recruitment of a proper complement of staff need not be delayed until new premises become available, but can be undertaken at once and the staff and equipment transferred in due course to the new premises.

70. Residential nurseries.—It is a common practice for children up to the age of about five years, other than those for whom foster-homes can be found, to be accommodated in residential nurseries. There are at present 174 such nurseries provided under the Children Act, and 74 nurseries still in use in accommodation provided under the National Assistance Act.

71. It is undesirable for children in care to be brought up within the curtilage of a national assistance institution, even though the material conditions may be satisfactory which is seldom the case. Section 13 of the Children Act accordingly provides that children under the age of three in care may be accommodated in such institutions only by consent of the Secretary of State and consent is similarly required to the accommodation for a longer period than fourteen days of children who have attained the age of three. When the Children Act came into force consent had, of necessity, to be given for the use of 146 institution nurseries since, in many areas, no other nursery accommodation was available. Local authorities were, however, urged to make alternative arrangements as soon as possible. Acquisition of property suitable for adaptation for nursery purposes was accordingly one of the first tasks of many local authorities, and in a few cases where it was clear that no properties suitable for adaptation could be found, approval was given for new building. During the period July, 1948, to February, 1951, 49 new nurseries, all of them in adapted buildings, have been opened and arrangements have been made to use a number of nurseries run by voluntary organisations, and some private nurseries. By these means it has been possible to reduce the number of nurseries accommodating children in care in institutions to 74. In view of the acute difficulties of providing alternative accommodation, this progress represents a considerable effort on the part of the local authorities concerned.

72. Institution nurseries are inspected jointly by inspectors of the Home Office and the Ministry of Health, the latter having the major responsibility. Where nurseries in institutions have continued to be used, the Home Office, in collaboration with the Ministry of Health, have urged the local authorities to improve conditions within the limitations imposed by unsuitable buildings, and to appoint adequate staff. The position cannot, however, be regarded as satisfactory until all the institution nurseries have been cleared.

73. The nurseries provided under the Children Act vary considerably in size, the largest accommodating 185 children. Some of the nurseries take the full age range of 0–5 years, others take a limited range, for example, 0–2 years, the children being moved to another nursery, or to a children's home, or being boarded out, on attaining the upper age. The usual staffing is a matron and deputy, assisted by nursery nurses, nursery wardens, nursery attendants, together with domestic staff. If the nursery is a training nursery, there will be students in place of some of the unqualified attendants.

74. It is stressed in the memorandum of guidance on the provision and conduct of residential nurseries, which was issued to local authorities in June, 1950, and is reproduced in Appendix IV, that for normal children boarding out, or failing that, placing in a family group home or in a short-stay home,

as the case may be, is preferable to residence in a nursery, and that residential nursery accommodation ought accordingly to be limited to provision for :—

- (a) children under the age of two admitted for assessment, that is, those who come into care indefinitely and those coming into care temporarily who are judged to be suffering from any physical or mental defect :
- (b) children under the age of five who come into care for an indefinite period and cannot be boarded out or placed in a small family group in a children's home :
- (c) children under the age of five who come into care temporarily and cannot be boarded out or, if the occasion arises, placed with other children of the same family in a short-stay children's home.

75. The size of the nursery recommended in the memorandum is one accommodating about thirty children. This has in view that the nursery should be kept as small as possible but yet should be capable of being run economically. Of the 49 new nurseries established since the Children Act came into force, 27 accommodate up to twenty children, 15 more than twenty and up to thirty, and 7 over thirty. It is considered desirable that the full age range of 0–5 years should be taken, since experience has shown that young babies develop more quickly in the company of older children. A number of nurseries which previously took a limited range of children now accommodate the full range.

76. Nurseries make heavy demands upon staff. The need for attention during day and night for bottle-fed babies, the risk of infection when very young children are grouped together, and the task of ensuring their individual development, introduce problems which are not present in the ordinary household where there are seldom more than one or two young children at a time. Recommendations on the staffing of residential nurseries are contained in the memorandum. Many nurseries are at present short of trained staff, and there is a need for more girls who qualify as nursery nurses or nursery wardens to take up residential work.

77. In most of the nurseries, imagination and taste have been shown in the choice of furnishings, equipment and play material. There are, however, still a few where curtains and fittings are drab, cots are painted black and there are not enough toys to keep the children occupied and happy. In some cases, children's committees have been deterred from making improvements by the unsuitability of the premises and have chosen to wait before spending money until other premises could be found. As is mentioned above, however, in the section on large homes, it is important, whatever the state of the premises, to achieve an immediate improvement by providing suitable equipment and toys which can be transferred when the time comes to new premises. The same considerations apply to the appointment of new staff who can also be transferred, in due course, with the children.

78. **Nurseries approved for the training of students.**—Of the residential nurseries, 72 have been approved as training centres for students under the regulations of the National Nursery Examination Board (a body consisting of representatives of the Home Office, the Ministry of Health, the Ministry of Education, the Royal Sanitary Institute, the Nursery School Association, the National Society of Children's Nurseries, the Association of Nursery Training Colleges and the National Council of Associated Children's Homes). A high

standard of care, good material conditions, and a properly qualified staff are required of nurseries seeking approval as training centres, and there must also be ready access to courses of further education in vocational and in technical subjects. Inspection of residential nurseries for training purposes is undertaken jointly by inspectors of the Home Office and the Ministry of Education.

79. The training course for the certificate of the National Nursery Examination Board is a two-year course consisting of practical work and training in nurseries, nursery schools or nursery classes, and a course of further education in vocational and general subjects. Arrangements for further education are made by the local education authority, and it is normally given at technical colleges which the students attend on two days a week. In some areas, however, attendance on two days a week is not practicable, and the girls attend instead a block course, extending over a period of some months. Candidates are admitted to the Board's examination at the age of eighteen years. A student who starts her course at a nursery training college affiliated to the Association of Nursery Training Colleges at the age of not less than seventeen-and-a-half years may be allowed to complete her course in eighteen months.

80. In fulfilling their responsibility to provide adequate facilities for training, local authorities have to bear in mind the welfare of the children in the nursery and keep the number of students within proper limits. The ratio of students to staff (other than domestic staff) should not be higher than 2 : 1.

81. **Reception centres.**—It was common practice under the Poor Law for children received into care to be sent initially to a receiving centre to be cleansed and treated for skin diseases and other minor ailments before being placed in a children's home. A few local authorities had special accommodation for this purpose, sometimes in a cottage set apart in a grouped cottage home, but most adopted the expedient of housing the children temporarily in the public assistance institution.

82. The Curtis Committee considered it most undesirable that a child's first impression of life in the care of a local authority should be formed in an institution, but they received convincing evidence, based on the experience of the evacuation of children during the war, of the need for some kind of clearing centre through which the children could pass before being boarded out or placed in a children's home. The Committee also thought it essential that, in addition to physical cleansing and medical treatment, a study should be made of the child's physical and mental condition in order to determine his needs and how he might best be placed. Section 15(2) of the Children Act accordingly requires that children's homes provided by a local authority under the Act should include separate accommodation for the temporary reception of children with the necessary facilities for observation of their physical and mental condition. A memorandum on the provision and conduct of reception centres was sent to local authorities in July, 1949, and is reproduced in Appendix III.

83. Briefly, the memorandum recommends that there should be established in each area one or more pleasant and homelike reception centres staffed by a skilled and specialised staff. All boys aged 2–12 years and girls aged 2–16 years likely to remain in care for more than six months (except adolescent girls who because of sex experience or other reasons could not suitably be

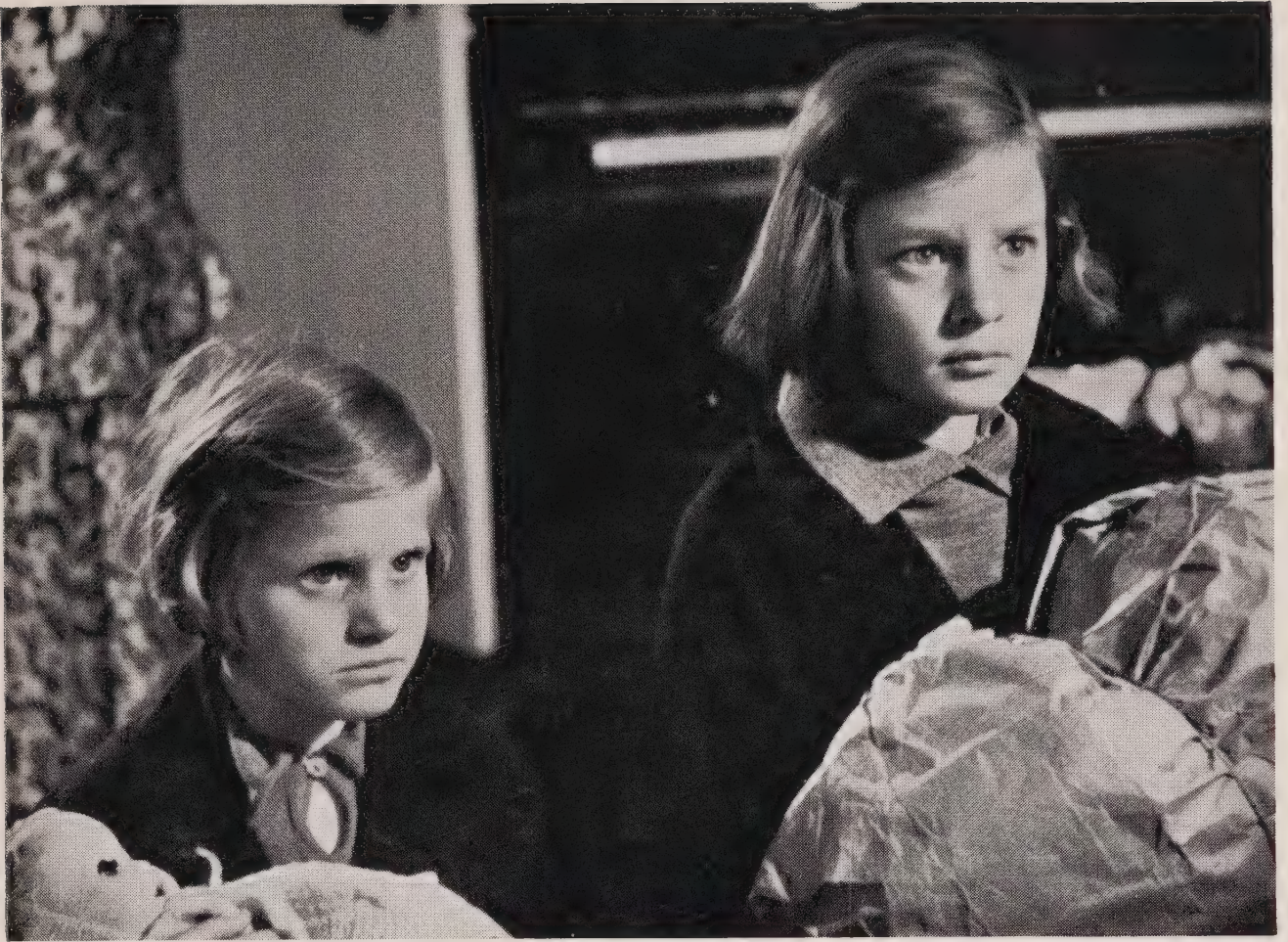
accommodated with them) should be admitted to the centre for a period of up to a month. In the centre the child, in addition to being fed, rested, comforted and, if necessary, cleansed and given treatment for minor ailments, would be studied as an individual and an assessment made of his needs and characteristics. In order to enable the reception centre to be run as an economic unit and to justify the appointment of a highly qualified staff, it was recommended that 25–30 children should be accommodated. Separate reception arrangements were recommended for boys aged 13–16 years and, where the numbers justified it, for adolescent girls unsuitable for admission to the ordinary reception centres. Reception centres for children under the age of two years were not considered to be necessary, as such children could be dealt with in a residential nursery.

84. The establishment of reception centres on the lines described has inevitably been delayed by difficulties in securing suitable premises. It has been possible to authorise very little new building, and local authorities have accordingly had to rely on using one of their existing buildings or securing a building suitable for adaptation. Since the Act came into force fifteen reception centres have been opened and others are in course of being provided. In some areas premises which previously served as little more than cleansing centres are being staffed and equipped to provide facilities for observation and assessment.

85. In many areas the numbers of children coming into care for periods of six months or more is not enough to justify the establishment of a separate reception centre, and in such cases local authorities have been advised, where travelling distances are not too great, to combine with others in providing a well staffed and equipped centre rather than each to establish a small centre, which, if adequately staffed, would be unduly expensive. In several areas joint reception arrangements have already been agreed in principle.

86. The establishment of proper reception facilities is the keystone of a local authority's child care arrangements. Experience has shown that with skilled care in a reception centre a child previously regarded as difficult may become well adjusted and can safely be boarded out or placed in a family group home. Conversely, it has sometimes revealed that a child who at first appeared even to a skilled worker to be normal was in need of prolonged treatment before behaviour difficulties could be overcome. The centre will provide the information necessary to enable the local authority to place each child according to his needs and capacity, and in boarding out will reduce the danger of misfits which cause much unhappiness to the child and may prejudice seriously the task of finding suitable foster-homes. As respects placing in children's homes, the knowledge of the child gained at the centre will in particular enable him to be placed in a home where the staff are best suited to deal with his individual needs.

87. **Hostels.**—The Children Act empowers local authorities, with the consent of the Secretary of State, to establish hostels for young people who are over compulsory school age and under the age of twenty-one, and who are, or have been since ceasing to be of compulsory school age, in the care of a local authority. The hostels will be provided in the main to accommodate children who have been brought up in children's homes and will be situated near the place where the boys and girls may be employed, or receiving education or training. It is intended that local authorities should accommodate also in the



“ COMING INTO CARE ”

A “ STILL ” FROM THE FILM “ A FAMILY AFFAIR ” (SEE PAGE 13)



CHILDREN AT PLAY
WILLOWFIELD NURSERY, HALIFAX



NATIONAL CHILDREN'S HOME FLATS AT HARPENDEN (*see page 26*)

TOP : COMBINED DINING
AND SITTING ROOM

MIDDLE : BEDROOM FOR
TWO CHILDREN

BOTTOM : KITCHEN

hostels young people who have not been in care of a local authority ; in this way boys and girls who are, or have been, in care will be able to meet and live with others from ordinary homes.

88. Local authority hostels for boys and girls over school-leaving age were in existence in a few areas before the Children Act came into force, and some voluntary organisations also provided hostels. Local authorities have not been able to give a high priority to the provision of hostels and pressure on accommodation for younger children has made it necessary in some instances to use temporarily as children's homes properties acquired for use as hostels. Six hostels have, however, been opened since the Act came into force, and others are planned. Several local authorities intend to share hostels.

89. The hostels vary in character. Some leave the boys and girls largely to their own devices : others provide wardens and matrons with understanding of the needs of adolescence, who encourage attendance at evening classes, and membership of youth clubs and social organisations. In the better hostels there are common rooms where friends may be entertained, quiet rooms for study, suitable furniture, equipment for indoor games and a homely atmosphere.

90. The usual alternatives to local authority or voluntary hostels for children in non-residential employment who have been in care are lodgings and industrial hostels. Where suitable lodgings are available they are generally to be preferred to hostels since they enable the young people to live in ordinary homes. In many areas, however, good inexpensive lodgings are scarce, and industrial hostels either non-existent or full to capacity. In such cases, lack of hostel accommodation may result in boys and girls being retained too long in children's homes. There are, moreover, a few children who because of physical handicap or low mental capacity cannot easily be placed in lodgings. For these reasons, it is important that as soon as practicable local authorities should secure that they have sufficient hostel accommodation.

CHILDREN IN THE CARE OF VOLUNTARY ORGANISATIONS

91. On 30th November, 1949, the number of children for whose care voluntary organisations took full responsibility was 28,760, comprising 25,179 in voluntary homes and 3,581 boarded out. In addition, there were in voluntary homes 5,968 children in the care of local authorities who had been placed there and were being paid for by the authorities (see paragraph 30).

92. The voluntary organisations include charitable trusts, religious organisations, children's societies organised on a national basis, and societies formed to provide for local children. Many of them, formed in the 19th century or earlier, were pioneers in child care and they continue to play a substantial and valuable part in this field. Often they lead the way with new methods which are afterwards widely adopted. The largest of the voluntary organisations, including Dr. Barnardo's Homes, the Catholic Child Welfare Council, the Church of England Children's Society, the National Children's Home, the Jewish Board of Guardians, the Shaftesbury Homes and " Arethusa " Training Ship, and the Children's Aid Society, are constituent societies of the National Council of Associated Children's Homes, to which a large number of the smaller voluntary homes are also affiliated.

CHAPTER II

VOLUNTARY HOMES

93. Before the Children Act came into force, voluntary homes, (defined in section 92 of the Children and Young Persons Act, 1933, as homes or institutions for the boarding, care, and maintenance of poor children, being homes supported wholly or partly by voluntary contributions), were subject to a measure of public supervision. Section 93 of the Act required the person in charge to send annually to the Secretary of State prescribed particulars about the work of the home, and section 94 empowered the Secretary of State to cause the homes to be inspected unless they were, as a whole, subject to inspection by another government department. By section 95, now repealed, the Secretary of State was empowered, if conditions in the home were such as to endanger the welfare of the children, to give such directions as seemed expedient for their welfare ; and if the directions were not complied with, he could apply to a court of summary jurisdiction for an order for the removal of the children from the home. In practice, no application was ever made to a court for such an order, but the existence of the power helped inspectors in dealing with unsatisfactory homes.

94. Part IV of the Children Act extended the definition of a voluntary home to include a home or institution (other than a school within the meaning of the Education Act, 1944) supported wholly or partly by endowments and to include a home taking children up to the age of eighteen years. It also imposed certain new safeguards in the interests of the welfare of the children. It is now unlawful for any person to carry on a voluntary home, unless it is registered by the Secretary of State. The Secretary of State is empowered to remove a home from the register if it appears to him that the conduct of the home is unsatisfactory, or to refuse registration, subject, in either case, to a right of appeal to an independent tribunal by the persons carrying on or proposing to carry on the home. The Voluntary Homes (Registration) Regulations, 1948, (S.I. 1948, No. 2408), which are reproduced in Appendix V, prescribe the manner in which the application for registration is to be made and the particulars which are to accompany the application. Under section 46(1) of the Act the Secretary of State may make grants towards expenses incurred by voluntary organisations for improving the premises or equipment of voluntary homes or for securing that they will be better provided with qualified staff. Grants are not available towards other expenses, for example, maintenance expenses of voluntary homes. Section 54 of the Act places on local authorities a duty to cause children in voluntary homes in their area to be visited from time to time, and gives them a right to visit children in their care placed by them in a voluntary home outside their area.

95. A memorandum on the main provisions of the Children Act affecting voluntary homes was sent to voluntary organisations by the Home Office in November, 1948, and is reproduced in Appendix VI.

96. In February, 1951, the number of voluntary homes on the register was 855. About four-fifths were children's homes, broadly comparable with those provided by local authorities under the Children Act, and the remainder were homes specialising in one way or another, for example, mother and baby homes, shelters, training homes and homes for handicapped children. In March, 1945, about 460 homes were subject to inspection by the Home Office, the rest being

inspected by the Ministry of Health, the Ministry of Education, or the Board of Control. In February, 1951, 757 of the homes were subject to Home Office inspection, the main reason for the increase being that the Home Office had taken over from the Ministry of Health responsibility for the inspection of homes containing children placed in them by local authorities. Most of the 98 homes not subject to inspection by the Home Office were mother and baby homes, inspected under the authority of the Ministry of Health ; but a few were homes for handicapped children inspected by the Ministry of Education. In voluntary homes where there are schools the Home Office and the Ministry of Education are jointly responsible for inspection.

97. **Children's homes.**—The children's homes vary greatly in size and standard, and in the extent of their financial resources. They range from family group homes accommodating up to twelve children to large homes accommodating some hundreds of children, some of which are organised as grouped cottage homes. There are also nurseries, hostels for older children and reception centres for children coming into care. Many of the homes accommodate children of a wide age range and both sexes ; others accommodate boys only or girls only or children of a limited age range. Some homes take for the most part children of parents of certain sections of the population, such as the children of actors, merchant seamen, police, or railway servants. Other homes restrict admission to children of a particular religious persuasion, for example, many Roman Catholic homes, and the Jewish Orphanage. Some of the homes managed by large societies have a central committee of management and local committees for most of the branches ; others have no local committees. Many homes are managed solely by a local committee. Others are under the direct control of a religious organisation.

98. It is the general policy of the Home Office to encourage voluntary organisations, like local authorities, to organise children's homes so that the children are placed in small family groups of both sexes, and thus to provide a home background approaching as nearly as possible that enjoyed by children living with their own parents. In some cases, however, there may be good reason for a home to accommodate children of one sex only, or of a narrower age range. A home may, for example, be run as a boys' or girls' boarding school, from which the children go to relatives or friends or foster-homes for holidays. Sometimes a change in the range of the children accommodated requires a change in the terms of a trust. Where this is so, any steps which it might be necessary to take under the Charitable Trusts Acts or the Endowed Schools Acts would be a matter, in the first instance, for the voluntary organisation concerned. The memoranda of guidance on the conduct of reception centres and nurseries, which are reproduced in Appendices III and IV, apply to voluntary organisations as to local authorities, as will the memorandum and regulations on the conduct of children's homes referred to in paragraph 53 as being in course of preparation ; and many of the observations made on the advantages and disadvantages of the various types of homes made in paragraphs 55–90 of this report relating to homes provided by local authorities apply equally to voluntary homes.

99. The idea of accommodating children, wherever possible, in family groups has been adopted for many years by the more progressive organisations, which were the first to recognise the value of this arrangement. Small homes taking a wide age range and both sexes are being established in increasing

numbers, and many organisations are making efforts to form family groups within the larger homes. One large organisation is structurally dividing its bigger cottages, each of which was built to accommodate twenty-five children, into two separate flats. Each flat provides a large living room, three bedrooms for children, a kitchen in which there is room to have a meal, two bathrooms and a "utility" room for hand laundry, ironing, mending and similar jobs, and two bed-sitting rooms. Pictures of the interiors of some of the rooms are shown opposite page 23. A small independent home is trying the interesting experiment of allowing the group in the home to develop in much the same way as a normal family by taking in very young children as the older children grow up and leave. A number of organisations, however, suffering from great disadvantages imposed by the possession of large old-fashioned buildings have as yet been able to do little in the direction of forming family groups.

100. In present circumstances, when additional premises are hard to come by and voluntary organisations are constantly being pressed to find room for extra children, some overcrowding in voluntary homes, as in local authority homes, is inevitable. Inspectors report that there are instances of homes where, even though there is enough space between the beds in the dormitories, the play rooms and common rooms are inadequate for the number of children accommodated and that it is impracticable to separate them, for example for hobbies or quiet games or reading, or to enable them to do their home-work. Dormitories are in some cases bare of any furniture but beds, and it is impossible to teach the children to care for their own clothes because they have no cupboards or chests of drawers and all clothing is kept in a communal store. Until the number of beds is reduced there is, in fact, in some homes, no room for bedroom furniture. In many homes there are good supplies of toys and equipment for play and hobbies for children of all ages, but less often are there sufficient cupboards, drawers or lockers for each child to be allotted his own place for his own possessions.

101. Many of the voluntary organisations are fortunate in having amongst their staffs men and women for whom the work is a vocation and who devote their lives to bringing up the children in a particular home, thus giving the children a sense of security which they cannot enjoy where staff are constantly changing. Some of the larger organisations are, moreover, reaping the benefit of the training schemes which they established some years ago, and are continuing to train workers under the auspices of the Central Training Council in Child Care. Numbers of staff have attended refresher courses organised by the Training Council and, apart from the additional knowledge acquired, have enjoyed the advantage of discussing their problems with those engaged in similar work. It is most desirable that many more should attend the refresher courses, or, even better, take the full course for the Council's Certificate in the Residential Care of Children. A few homes are seriously under-staffed, a situation which should be remedied as more trained workers become available.

102. The majority of children of compulsory school age in voluntary homes go to schools outside the home, and have the same educational opportunities as other children in the neighbourhood. In some homes, however, full time education is provided on the premises and in a few of these, for example, in some Roman Catholic homes, children outside the homes attend the school.

In some cases the local education authority has assumed responsibility for the school. A few of the homes were founded originally as educational establishments and have retained much of the character of boarding schools. In ordinary circumstances it is considered that the children should go to schools outside the home as they then have better opportunities to mix with children living with their own parents. Where the home is a large one it is an excellent arrangement if, as is commonly done, the children are dispersed among a number of local schools and so avoid forming in one school a substantial unit of children in care. Where a home is organised on boarding school lines, it is a great advantage if the children can return to parents, relatives or friends or, failing this, to a foster-home for the school holidays. A few large homes close for the school holidays, all the children being found accommodation with private families.

103. In one respect some of the voluntary homes are open to particular criticism. Traditionally it has been the practice of certain organisations (and of some local authorities) to retain children in the home beyond school-leaving age. In a few instances satisfactory training has been given, sometimes linked with the local education authority's further education scheme or with apprenticeship arrangements, but too often the main reason for retaining older boys and girls has been to help the staff. The retention of children in the homes for such a purpose is seldom in their best interests and the practice is discouraged.

104. A word should be said about those homes which are in the charge of a local management committee. It has been noticeable that especially good results have been achieved where the committee have a close personal interest in the home, visit informally at frequent intervals, and are familiar with its problems through personal contact with them. This encourages the staff of the home, who otherwise may tend to feel that they are tackling difficult problems unaided, and ensures that the committee are informed of the needs of the home when improvements or changes are suggested.

105. **Shelters.**—The shelters are short-stay homes provided by diocesan moral welfare associations or other religious organisations for women and girls who are in difficulties. Most of the homes are small providing from six to ten beds with a staff of two or three. Admissions vary from girls of school age to women of forty to fifty, but most are girls aged fifteen to twenty. Many of them are young unmarried mothers in the last few weeks of their pregnancy, who go to hospital for confinement and perhaps return to the shelter with their babies for a few weeks until plans for their future have been settled. Others may include, for example, a girl stranded without money in a strange town or a girl whose parents have turned to the moral welfare worker for help. The head of the home, who is usually a social worker employed by the moral welfare association or other organisation, studies each girl's problems, and tries to make arrangements for her. Meanwhile, the girl remains in the shelter, staying sometimes for a few days, sometimes for a few months. The mixture of ages and types places a great strain on the staff of the shelters, and this was particularly so during the war when they were continually being pressed to accommodate large numbers of pregnant girls. The end of the war lessened the pressure on accommodation, but the shelters still have difficult problems to face. It is apparent that there are dangers in mixing such widely different types and ages even for short periods. Some have been encouraged to specialise

in certain age groups, and a few have changed their function and become hostels or homes offering a short period of training.

106. Training homes.—The training homes are homes to which boys and girls over compulsory school age in need of character-training are admitted. In the homes instruction is given in such occupations as farming, laundry and domestic work. In recent years the demand for long periods of training has decreased, and several homes which had previously undertaken only long-term training now accept both long and short-term trainees. In June, 1950, about 450 boys and 300 girls were receiving training in the homes.

107. Maternity and mother and baby homes.—The maternity and mother and baby homes are homes to which pregnant girls under the age of eighteen are admitted. Confinement sometimes takes place on the premises, but more usually at a hospital, and the mother generally returns to the home with her baby and remains there for a month or two. Many of the homes are included in schemes made by local health authorities under the maternity and child welfare provisions of the National Health Service Act, 1946, and are inspected under the authority of the Ministry of Health.

108. Homes offering special care.—The homes offering special care admit children usually under the age of fifteen who are maladjusted, physically handicapped, convalescent, or in need of a holiday. The homes for maladjusted or physically handicapped children are inspected by the Ministry of Education.

109. Homes removed from the register.—Since the Children Act came into force one voluntary home has been removed from the register by the Secretary of State, and two voluntary organisations have been persuaded each to close a home.

110. The home removed from the register by the Secretary of State was a small home which was unsatisfactory because of unsuitability of premises, inadequacy of equipment, low standard of home management and absence of proper training in hygiene and ordered living. The children were removed from the home and were received into care under section 1 of the Children Act by the local authority. One of the organisations which was persuaded to close its home owing to the inadequate care which the children were receiving, has since opened a new home with new staff. The other organisation, deciding that conditions could not be improved in the existing premises, closed the home and sold the property.

BOARDING OUT

111. The fact that on 30th November, 1949, only 3,581 out of 28,760 children for whom voluntary organisations took full responsibility were boarded out shows that the voluntary organisations were not then making sufficient use of foster-homes, though the advantages of this form of care are being increasingly appreciated. It is important that in present circumstances voluntary organisations should extend the practice of boarding out, since, apart from its recognised advantages, boarding out offers the only immediate solution to the problem of overcrowding in the homes, and a consequent opportunity for an all-round improvement in the standard of care. Voluntary organisations by reason of their local contacts will often be in a good position to secure satisfactory foster-

homes. Religious organisations, for example, can inform members of their faith of the need, and the larger voluntary homes have many friends who might be expected to help in securing foster-parents. It is vital that, if boarding out is undertaken, sound methods should be employed in the selection of foster-homes and that the children be adequately supervised by competent staff. Section 33(3) of the Children Act empowers the Secretary of State to make regulations as to boarding out by voluntary organisations, and these are now under consideration.

HOLIDAY ARRANGEMENTS

112. Most local authorities and voluntary organisations recognise the need for arranging for the children in their care to have a summer holiday, and there is a growing realisation of the additional advantage gained if the holiday can be spent in the company of children from ordinary homes, for example, with a private family, a school group, a scout or guide troop or at youth hostels.

113. A study of the holiday arrangements made in 1949 was undertaken in the midlands, where enquiry was made early in the year of all local authorities about the arrangements proposed for their children, and subsequently almost every group was visited while on holiday by an inspector. Several groups of children on holiday from voluntary homes were also visited. Most of the holidays took place between the third week in July and the second week in September, that is, during the school holidays, but some were taken as early as May. The holidays varied in length between one week and five, but most were for two weeks.

114. Of the twenty-nine local authorities, five had no children's homes of their own and their children went on holiday with the children of the local authority in whose homes they were living. Of the remaining twenty-four, twenty-two took all their children away on holiday, one took the children from one of their homes only and one appears to have provided no holiday at all. Several authorities took with them a number of boarded out children and working boys and girls in lodgings, who would not otherwise have had a holiday.

115. Most of the local authorities used one of four main types of accommodation :—vacant schools (five), tented sites (eight), hutted camps owned by charitable bodies or local authorities (seven), and hutted camps run by commercial concerns (five). One of them used a girls' club holiday home and one a chalet type hotel.

116. The five schools used were all near the sea and, though somewhat overcrowded, were generally satisfactory. Advantages of this type of accommodation are that the hall can be used for games and impromptu concerts, etc., when the weather is bad. A disadvantage is that a school does not provide quite such an exciting change of environment as a camp or a holiday home. All the tented sites except one, which was an excellent camp for older boys in park land, were by the sea. Physical conditions varied greatly. In some cases they were reasonably good, but in others the tents were in poor condition and washing and sanitary facilities were unsatisfactory. Fortunately, during the summer of 1949 the weather was good, but it was thought that, in bad

weather, some of the camps would have presented a dismal picture. Against this must be set the fact that children enjoy the adventure of living in tents. The hutted sites owned by voluntary bodies or local authorities varied in standard, some being satisfactory, others having poor facilities and, in one case, badly ventilated sleeping accommodation. This type of holiday accommodation, however, may provide a good change of environment. Two hutted camps owned by commercial concerns were visited. One, which has catered for large groups of school-children over a number of years, provided satisfactory facilities on a site close to the sea. The other was not entirely satisfactory, and was greatly overcrowded. The girls' club holiday home provided excellent accommodation with good recreation and dining facilities, and was a useful base for excursions. The chalet hotel, living in which was a novel experience for the children, was a great success. During the main holiday season charges are high, and such a hotel can accommodate parties at a reasonable rate only in spring or late autumn.

117. Of the children from voluntary homes who were visited, one party stayed at a home by the sea and two others used parish halls.

118. It was clear to the inspectors that the children enjoyed their holidays greatly and derived much benefit from the change. One small boy three days after arriving at Gosport from Birmingham could speak of nothing but the train in which he travelled, a form of transport completely new to him. As to physical well-being, inspectors were frequently told of growth of appetite and gain in vigour and of the sudden and almost miraculous decrease in the incidence of enuresis.

119. Shortage of staff was a difficulty in some cases. Where there was sufficient domestic staff available at the holiday camp or home to do the cooking, or where domestic help was provided as part of the holiday arrangements, there were usually enough staff to go out on the beach or for walks with the children and generally to share their holiday experiences. But, where the staff had to do the cooking and cleaning as well as look after the children, it was noticed that the children did not go far or for excursions but stayed round the camp site. Two authorities partially overcame this difficulty by obtaining the services of University or training college students.

120. Information from local authorities shows that in 1950 there was more variety in types of holiday. In one case, for example, some children went to a municipal hostel used by adult students and some to a boarding school, while the rest used day-school premises. Twelve boys from another home spent their holiday in three four-bunk caravans on a private camp site by the sea. All the boys from one hostel went to the Isle of Man while the T.T. races were in progress and stayed in a youth hostel. In another area, the children, instead of all going to one camp school as in 1949, went in parties to four schools in different towns by the sea. Children's officers have said that, though they ran holiday camps on similar lines to last year, some of their children went to scout and guide camps, to relatives and friends, to "uncles and aunts", or on school journeys. The children and staff of one home were fortunate in being given a free and most enjoyable holiday at a popular commercial holiday camp. One authority succeeded in placing all its children in holiday foster-homes, and it is hoped that more will be successful in this respect in the future.

VOLUNTARY AGENCIES, AND THE HELP THEY GIVE

121. Children in both local authority and voluntary homes have benefited greatly from the help of voluntary agencies, and of members of the public who have interested themselves in their welfare and have undertaken a wide variety of personal services. Amongst those whose services have been mentioned by inspectors as of great value are Women's Voluntary Services (who amongst other activities have organised "Godmother" or "uncle and aunt" schemes in many parts of the country), church and chapel groups, Toc H, the Rotary movement, Townswomen's Guilds, Women's Institutes, Round Table, and Fire Service and Territorial Army groups. The following forms of personal service are typical :—

- (a) invitations to individual children to visit private homes, often developing into "uncle and aunt" schemes ;
- (b) entertainments for all the children in a home, for example, holiday outings, Christmas parties, pantomime visits ;
- (c) birthday and Christmas greeting cards and presents ;
- (d) help inside the home—organisation of leisure activities, darning and repair work, sitting in, construction of sandpits and paddling pools.

122. There are instances also of works organisations giving regular assistance to children's homes, Fire Service units who repair and manufacture toys, and so on. An interesting example of this kind was found in one area where two schools have adopted children's homes—senior pupils visit in the evenings and at week-ends to lend a general hand with work and leisure activities. Much help is given by private individuals. The small independent voluntary home, in particular, often has its own circle of friends, committee members, and others who give personal aid and attendance. The success which may attend an "uncle and aunt" scheme may be illustrated by the case of one boy who so enjoyed his visits to his "aunt" that, when due to leave the children's home to start work, he asked if he might live with her and she consented.

123. A great deal of help is given throughout the country to the children at Christmas, and this has added enormously to their enjoyment. At the Fazakerley Cottage Homes, Liverpool, for example, Christmas entertainments provided in 1949 by voluntary helpers included Christmas parties outside the homes for groups of children organised by an industrial undertaking, a fire station, a country club, a Royal Air Force station, and the Emmanuel Fellowship ; "Peter Pan" and "Cinderella" presented by concert parties, and "Robinson Crusoe" by an industrial undertaking, and a cinema show in the home provided from a hospital fund. The Christmas trees were provided by the Corporation Water Department. Many organisations and individuals give the children great pleasure by remembering them on their birthdays.

124. It is significant to find that most of those who helped realised the need to avoid unduly extravagant gestures, and, where possible, to maintain continuity in what was done. With all the help given from voluntary sources, however, there are still many children who have not yet benefited from it, and there is scope for more men and women of good will to take part.

AFTER CARE

125. Before the Children Act came into force arrangements for the after care of children leaving the care of local authorities and voluntary organisations were haphazard. Some voluntary organisations provided adequately for this need, while others, and most local authorities, made no special arrangements ; as a result, contact normally depended on whether or not there was a bond of affection between the staff and the child. The Children Act places a duty on the local authority to advise and befriend, until he reaches the age of eighteen years, any child in their area who has left the care of a local authority or a voluntary organisation after reaching school leaving age, unless the welfare of the child does not require it or, in the case of a child who has been in the care of a voluntary organisation, the organisation are meeting his needs in this respect. To provide local authorities with the information necessary to enable them to discharge these functions, the Act requires local authorities to inform each other when such a child moves from one area to another, and requires voluntary organisations to notify the local authority for the area in which the child proposes to reside when he leaves them.

126. Inspectors report that local authorities are taking a close interest in their duties of after care, and the provisions in the Act are of considerable benefit. In the course of their contact with the children, officials responsible for after care (usually the boarding out officers) give advice on further education, make suggestions as to youth organisations or social clubs which they might usefully join and where they would meet children of their own age, encourage saving and help in the selection of clothing.

127. Many of the voluntary organisations have their own schemes of after care, in some cases organised on a regional basis, and are doing good work in this field. But some voluntary organisations still seem to be unaware of their obligations under section 34 of the Act to notify the local authority when a child over compulsory school age leaves their care.

128. Financial assistance can be given, in certain circumstances, by local authorities to children who have left their care. Section 20 of the Act empowers a local authority :—

- (a) to contribute to the cost of accommodation and maintenance of a person between the ages of eighteen and twenty-one who at any time since he reached school-leaving age has been in the care of a local authority ; and
- (b) to make grants towards the expenses of education or training of any person between the ages of eighteen and twenty-one who was in the care of a local authority immediately before he attained the age of eighteen. The grant can be continued after the person attains the age of twenty-one if he was being assisted to take a course of education or training when he reached that age or where such a course was interrupted by any circumstances (for example, National Service) but was resumed as soon as possible.

129. These powers are designed to enable local authorities to act towards children who have been in their care as a good parent might be expected to act, and in particular to enable the children to take professional or technical training

or academic studies appropriate to their talents. The powers do not extend to children who have been in care of voluntary organisations, which are expected to make their own arrangements for the children. The number of persons receiving financial assistance from local authorities under these provisions on 30th November, 1949, was 97, of whom 53 were men and 44 women.

TRAINING

130. One of the fields in which considerable progress has been made since central responsibility for children in care was placed on the Home Office has been in the training of persons for child care work. For this the Secretary of State is greatly indebted to the Central Training Council in Child Care under whose auspices the training courses have been promoted. The value of training is today so well recognised that it is unnecessary to argue its merits ; but it will be worth recalling the circumstances in which the Council was appointed.

131. In their Interim Report, published in March, 1946, the Curtis Committee said that they had found general agreement among the main employing bodies, and among responsible officers in charge of children's homes, that the employment of fully qualified and trained staff was desirable—even essential—if the standard of child care was to be raised. Fears had been expressed in some quarters that systematic training would make the attitude of the staff too academic and might even spoil their natural and homely touch with children and unfit them for the performance of the necessary daily domestic duties of the posts, but these fears were not borne out by the experience of those voluntary organisations which had developed their own system of training and were employing trained staff in their homes. Provision for training was, however, totally inadequate and there was no national qualification in child care. The Committee recommended that a scheme of training should be instituted as a matter of urgency, in co-operation with all the interested bodies.

132. The Central Training Council in Child Care was accordingly appointed by the Secretary of State in July, 1947, under the Chairmanship of Professor Lester Smith. A list of the members in December, 1950, is contained in Appendix VII.

133. The Central Training Council does not itself organise training courses, but promotes and supports their establishment by educational bodies. The detailed arrangements for training are made by officers of the Home Office, including Children's Department inspectors. The two main types of training are, first, courses for persons to be employed as boarding out officers and on adoption and after care work, qualifying for the Council's Certificate in Child Care and, secondly, courses for housemothers and housefathers, qualifying for the Council's Certificate in the Residential Care of Children. The courses for boarding out officers are provided by the social science departments of certain Universities, and those for housemothers and housefathers by local education authorities and voluntary organisations. Students are selected by the Central Training Council subject, in the case of boarding out officer courses, to their being accepted by the University. Candidates selected by the Central Training Council are eligible, where need is shown, for grants to cover tuition fees, maintenance, travelling and incidental expenses. Before being finally accepted for training all selected candidates are required to have a medical examination, including an X-ray examination of the chest.

CHAPTER II

BOARDING OUT OFFICER COURSES

134. The boarding out officer course is a one year course beginning in October, and comprises three terms mainly of academic work and four months of practical work. The time on practical work is spent with experienced boarding out officers, except for two short periods of residence in children's homes. The courses are open to men and women between twenty-one and forty years of age who are graduates and/or are qualified in social science, teaching or health visiting, or who have comparable qualifications. Courses were started at four universities in 1947. In 1948 and 1949, six courses were run to meet the large initial demand, and the number was reduced again to four in 1950. Training has been provided at the Universities of Birmingham, Leeds, Liverpool, Nottingham, Wales (Cardiff) and the London School of Economics. In all 216 students (211 women and 5 men) have qualified for the Council's Certificate in Child Care. Seventy-eight persons (73 women and 5 men) entered training in October, 1950, at the Universities of Birmingham, Liverpool and Nottingham, and at the London School of Economics.

135. Students who have completed the courses successfully have secured employment readily. Most have obtained posts as boarding out officers; a few have been appointed as deputy or assistant children's officers and two, in smaller areas, as children's officers. One is employed by the National Society for the Prevention of Cruelty to Children as an inspector, another is at a school for maladjusted children, and one has obtained a post as a research assistant in a University.

136. Special arrangements have been made, since 1948, at Bedford College, London, and at the London School of Economics, for a preliminary year of training for a few students who do not hold the recognised qualifications for the boarding out officer courses, but who are regarded as particularly well fitted for the work. The majority of these students are graduates. Students are eligible for grants during this preliminary training.

HOUSEMOTHER AND HOUSEFATHER COURSES

137. Courses for housemothers and housefathers last for about fourteen months, six months being spent at a technical college or similar centre where study is carried on, and the remaining periods of practical work alternating with study. The courses normally begin with two months' practical work in a children's home, which is an essential part of the training, and is designed also to test the student's interest in and suitability for the work. In selection, the main consideration is the suitability of the candidate for living with and caring for children. Students with very varied experience and education become interested in this work, and can undertake it successfully. No standard qualification is therefore laid down, but the Council must be satisfied that the student has had sufficient education to benefit from the training. The courses are open to women aged at least 18 years, and to men aged at least 21 years. Preference is given to those not older than 35 years. Married couples may undertake the training together.

138. In these courses an attempt is made to give the students a good understanding of the normal development of children, and of the special needs of those who have had to be separated from their families and friends. As house-

CARE OF CHILDREN DEPRIVED OF NORMAL HOME LIFE

mothers and housefathers may be largely responsible for the whole upbringing of the child, the care of health, the provision of good opportunities for play, and the development of varied interests are important aspects of training. Teaching in home-making, including cooking, sewing, household maintenance, carpentry and gardening helps to prepare them for their practical day-to-day duties. The Council's Certificate in the Residential Care of Children is awarded without written examination to those whose work reaches the required standard.

139. Up to October, 1950, nineteen courses had been organised by eight local authorities. Three courses organised by voluntary organisations, including two by the National Children's Home and one by the Roman Catholic Training College, Cavendish Square, have been recognised by the Council as consistent with their standards, and the students of these courses are also eligible for the national certificate. In all, 355 students (300 women and 55 men) have been awarded the Council's Certificate in the Residential Care of Children after having completed one of these courses and 204 students are now in training.

140. The first men and women who had successfully completed the house-mother and housefather courses took up employment in the spring of 1949 and others have followed as the courses have ended. Some have secured posts of full responsibility, mainly in the smaller children's homes, but most have obtained posts as assistant housemothers or housefathers. Employment has been available readily, and reports received suggest that these trained workers are settling down well and making a valuable contribution to the care of the children.

141. Special courses lasting for twelve weeks have been held for students who had already qualified in recognised training courses provided by certain voluntary organisations. The object of these courses was to enable the students to extend their knowledge of child care. The Council's Certificate in the Residential Care of Children has been awarded to 43 of these students.

REFRESHER COURSES FOR BOARDING OUT OFFICERS

142. Refresher courses lasting for about three weeks were held during 1950 at the Universities of Birmingham and London (Bedford College). The courses were designed primarily for boarding out officers who had had at least three years' experience of the work, but who had not had opportunity for a full course of child care. Those attending were nominated by the authorities by whom they were employed. 50 boarding out officers attended these two courses.

REFRESHER COURSES FOR STAFF EMPLOYED IN CHILDREN'S HOMES

143. Refresher courses lasting from two to three weeks were held during the years 1948, 1949 and 1950 for experienced staff of children's homes. Those attending were nominated by the local authorities or voluntary organisations by whom they were employed. 505 persons have attended these refresher courses.

COURSES FOR HOUSEMASTERS AND HOUSEMISTRESSES IN APPROVED SCHOOLS

144. It has been recognised that more specialised training is required for housemasters and housemistresses of approved schools. A few men and

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women who hold the Council's Certificate in the Residential Care of Children have, accordingly, been given a supplementary training of five months and a full training lasting fourteen months was provided in 1949-50 by the Sunderland Education Authority. Both types of students, on completing their training satisfactorily, were awarded a specially endorsed certificate.

SENIOR COURSES IN CHILD CARE

145. Courses are provided by the University of London Institute of Education and Child Health to qualify students for various senior posts in child care, and as tutors to courses for resident staffs of children's homes. The courses, which consist of theoretical and practical work, are designed to give persons who are already qualified and experienced in some aspect of the care of children a wider understanding of the physical and psychological needs of children. Only those candidates who have suitable academic qualifications and have had good experience with children (not necessarily in a residential capacity) are eligible for grants from the Home Office. Students who complete the course successfully are awarded the Institute of Education and Child Health Certificate in Child Care. Nine students who received grants from the Home Office have completed this course successfully.

GENERAL

146. Many of those who have attended the full training courses described above have expressed their appreciation of the valuable opportunity afforded them to acquire a professional knowledge of child care; in the case of experienced staff who have attended either the refresher courses or the full courses, there has been the added advantage of opportunity to meet colleagues engaged in similar work and to share experience of common problems. Sometimes persons employed in child care work have been precluded from attending courses because of pressure of work. It is hoped that local authorities and voluntary organisations will make every effort to release members of their staffs to attend suitable courses. Inspectors report that a marked improvement in the standard of care has become apparent in many of the homes and in the field when staff have undergone training.

147. The number of Welsh speaking candidates for either the boarding out officer course or the housemother course has been small so far, and this has delayed the appointment of trained staff in some parts of Wales. Opportunity has been taken from time to time to bring the training courses to the notice of Welsh speaking persons, an example of this being a broadcast on the subject which was given some time ago by Mrs. Jones-Roberts, Chairman of the Children's Committee for Merionethshire, who was also a member of the Advisory Council on Child Care.

CHILD LIFE PROTECTION

148. On 30th November, 1949, the number of children being supervised by local authorities under the child life protection provisions of the Public Health Acts, as amended by the Children Act, was 34,803, of whom 25,640 were in independent schools, 7,411 in private foster-homes, 1,394 in residential nurseries, and 358 in other places. In addition, 1,719 children were under

supervision under section 7 of the Adoption of Children (Regulation) Act, 1939, as amended by the Children Act.

149. Before the Children Act came into force, the child life protection provisions and section 7 of the 1939 Act applied, with certain exceptions, in relation to children under the age of nine maintained apart from their parents for reward, and children placed through third parties with persons other than their parents, guardian or relatives without reward. Supervision was undertaken by welfare authorities (the councils of county boroughs, counties or, in some cases, county districts). The Children Act extended the child life protection provisions and section 7 of the 1939 Act to children placed when under school-leaving age and provides for the continuance of supervision of the child after he reaches school leaving age, as long as he remains with the foster-parent with whom he was living on reaching that age and is under the age of eighteen, unless an adoption order is made in respect of him sooner. Local authorities were advised by the Home Office, when the Children Act came into force, to take steps by public advertisement to inform foster-parents of the requirement to notify the reception, or placing, of children up to the upper limit of compulsory school age instead of, as formerly, nine years of age. Section 7 of the 1939 Act has now been repealed and corresponding provisions are included in Part III of the Adoption Act, 1950.

150. Under the Children Act the councils of counties and county boroughs became welfare authorities for the purposes of child life protection and of section 7 of the 1939 Act. The Children Act (Compensation of Officers) Regulations, 1948 (S.I. 1948, No. 1501) and the Children Act (Transfer and Superannuation of Officers) Regulations, 1948 (S.I. 1948, No. 1502), made by the Secretary of State under section 57 of the Children Act, provided for the transfer of child life protection staff from county districts to county councils and for securing for such staff the same rights as to compensation and preservation of superannuation terms as previously. These regulations came into force simultaneously with the Act, on 5th July, 1948.

151. The child life protection provisions do not apply to a school or institution maintained by a government department or a local authority, or by a body constituted by special Act of Parliament or incorporated by Royal Charter, or to a voluntary home, nor do they apply in relation to a child boarded out by the Minister of Pensions, a local authority or a voluntary organisation. Subject to these exceptions, under the child life protection provisions any person, other than the parent, the legal guardian or a relative, who undertakes for reward (whether or not for profit) the care of a child under school leaving age, and under section 31 of the Adoption Act, 1950, any person, other than a registered adoption society or the parent or legal guardian, who takes part in placing a child without reward in the care or possession of a third person who is not the parent or legal guardian or a relative of the child, must give notice of the reception or placing, as the case may be, to the welfare authority. Neglect to give notice is an offence. Local authorities have discretion to grant in respect of individual premises total or partial exemption from the child life protection provisions. There is no power to dispense with the requirements of Part III of the Adoption Act, 1950.

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152. The definition of "relative" for these purposes (and also in section 59(1) of the Children Act and in section 13(2) of the Nurseries and Child-Minders Regulation Act, 1948) was considerably extended by section 13 of the Adoption of Children Act, 1949. That section, which was not repealed when the remainder of the 1949 Act was embodied in the consolidating Adoption Act, 1950, substituted in all these Acts relating to children a new and uniform definition that "relative", in relation to an infant, means a grandfather, brother, sister, uncle or aunt, whether of the full blood, of the half-blood or by affinity, and includes :—

- (a) where an adoption order has been made in respect of the infant or any other person, any person who would be a relative of the infant within the meaning of this definition if the adopted person were the child of the adopter born in lawful wedlock ;
- (b) where the infant is illegitimate, the father of the infant and any person who would be a relative of the infant within the meaning of this definition if the infant were the legitimate child of his mother and father.

153. Local authorities are required to cause enquiry to be made from time to time whether there are any persons in their area undertaking the care of foster-children, and, if so, to arrange for the children to be visited, satisfy themselves as to their welfare, and give any necessary advice or directions as to the care of their health and their maintenance. They may also fix the maximum number of children who may be kept in the premises and may impose conditions. If a foster-child is found to be kept in premises which are overcrowded, insanitary, dangerous or otherwise unsatisfactory, or in the care of an unsuitable person or in an environment detrimental to his welfare, the local authority may apply to a court of summary jurisdiction for an order for the removal of the child to a place of safety until he can be restored to his relatives or until other arrangements can be made for him.

154. One of the effects of raising the age limit of children in relation to whom the child life protection provisions applied was to bring within their scope many more children in independent residential schools. In order to avoid duplication of visits it was suggested to local authorities, after consultation with the Ministry of Education, that they might consider that there were grounds for granting certificates of total exemption under section 219(1) (b) of the Public Health Act, 1936, to direct grant schools and to independent schools which were for the time being recognised as efficient by the Ministry of Education or which, while not so recognised, had been inspected by H.M. Inspectors and found satisfactory as to domestic arrangements and the provision made for the care of the children.

155. It has been the general experience that the higher standards now required in local authority and voluntary homes and in homes where children are boarded out by local authorities or voluntary organisations have led to higher standards being expected of homes which are subject to the child life protection provisions.

THE ADVISORY COUNCIL ON CHILD CARE

156. In considering the guidance to be given to local authorities and voluntary organisations on various aspects of child care, the Secretary of State has

received invaluable assistance from the Advisory Council on Child Care which was appointed in November, 1948, under the Chairmanship of Professor Alan Moncrieff, in accordance with the provisions of section 43 of the Children Act. A list of the members in December, 1950, is contained in Appendix VIII.

157. The Council is appointed for the purpose of advising the Secretary of State in the discharge of his functions under the Children Act and certain associated enactments dealing with the care of children. The duty of the Council is to advise the Secretary of State on any relevant matter which he may refer to them, and the Council may make if they think fit representations to the Secretary of State on any such matter.

158. The Secretary of State had the advantage of the Council's advice, given after detailed consideration of the subjects, on memoranda on the provision of accommodation for the temporary reception of children on coming into care, issued by the Home Office in July, 1949, and on the provision and conduct of residential nurseries, issued in June, 1950. The advice of the Council has been obtained also on the memorandum on the conduct of children's homes which is in course of preparation and on the regulations to be made under the Children Act on the same subject.

159. The Council have given preliminary consideration to the form of regulations governing the boarding out of children by local authorities and voluntary organisations, which will replace the Children and Young Persons (Boarding Out) Rules, 1946, and also to the form of regulations to control the making and carrying out by voluntary organisations of arrangements for the emigration of children.

CHAPTER III

CHILDREN NEGLECTED OR ILL-TREATED IN THEIR OWN HOMES

160. In recent years the need has been increasingly recognised for all possible measures to be taken to improve the conditions of families in which children are neglected or are in danger of ill-treatment, and to avoid the necessity for the removal of children from their own homes.

161. Several studies of this problem have been undertaken with a view to determining the causes of neglect and ill-treatment, and the steps which can most usefully be taken to prevent and remedy them. A sub-committee of the Women's Group on Public Welfare under the chairmanship of the late Mrs. Hubback, in association with the National Council of Social Service, carried out a comprehensive study in 1946-47 and published, in 1948, a report entitled "The Neglected Child and his Family". Surveys on the "problem family" have been conducted by Medical Officers of Health and others in a number of areas, and valuable articles have appeared in medical journals and elsewhere. In July and December, 1949, at the instance of the late Mrs. Ayrton-Gould, the matter was raised in debate in Parliament, and the Government undertook to consider what more might be done. A report was furnished to their Ministers by a working party of officials of the Home Office, Ministry of Health and Ministry of Education, and the corresponding Scottish departments, which examined the various aspects of the matter. The conclusion reached by the Government was that the immediate need was not for additional statutory powers, or for inquiry by a departmental committee, but for the fully co-ordinated use of the existing statutory and voluntary services. This was announced by the Secretary of State in Parliament on 20th July, 1950, and a joint circular from the Home Office, the Ministry of Health and the Ministry of Education was sent to local authorities on 31st July, 1950. The circular, which is reproduced in Appendix IX, asked local authorities to ensure that the most effective use was made of existing resources, and suggested arrangements by which the necessary co-operation could be achieved among all the local services, statutory and voluntary, which were concerned with the welfare of children in their own homes.

162. Replies received to the circular show that local authorities are much interested in the problem, and are anxious to ensure that existing resources are used to the fullest advantage. Most have designated an officer to be responsible for co-ordination, as recommended in the circular. About half of the officers designated so far are Children's Officers; most of the others are Clerks of Councils or Medical Officers of Health, while some authorities have selected the Chief Education Officer. Arrangements have been made in these areas for significant cases of neglect and all cases of ill-treatment coming to the notice of any statutory or voluntary service to be reported to the designated officer, who keeps a register of the cases, and for meetings of representatives of the statutory and voluntary services to be held to consider how each case can best be dealt with.

163. Among the services mentioned by local authorities as having been invited to share in the arrangements for co-ordination are the children's, education, health and welfare departments of the authority, housing and sanitary authorities, police, probation officers, the National Assistance Board, the Ministry of Pensions and, among voluntary services, the National Society for the Prevention of Cruelty to Children, and Women's Voluntary Services. In counties, the help of councils of county districts is being sought. It is too soon yet to judge the results of improved local co-ordination, but the interest of local authorities and voluntary organisations is encouraging.

164. The powers of local authorities and other statutory services to assist families and so avoid the enforced removal of children from their homes are referred to in the circular of 31st July, 1950, which is reproduced in Appendix IX.

165. The National Society for the Prevention of Cruelty to Children, whose work is of importance in this field, are turning their attention increasingly towards improving conditions in the homes which their officers visit, and, with this in view, have appointed a number of women visitors to supplement the work of their inspectors. The annual report of the National Society for the Prevention of Cruelty to Children shows that during the twelve months ended 28th February, 1950, the Society dealt with 40,198 cases involving 99,622 children. The number of prosecutions instituted by the Society during the same period was 602. The Society has expressed its willingness to co-operate in local arrangements made under the circular of 31st July, 1950, and it is to be expected that advantage will be taken by local authorities of the help which can be afforded by the Society.

166. Women's Voluntary Services have undertaken to give all possible help, by gifts of clothing, loan of bedding, furniture and other household equipment, and visits to show the mother how to clean her home, care for her children, shop and cook. In one county borough a club has been opened for the mothers, where Women's Voluntary Services care for the children so that the mothers are able to have at least one afternoon's recreation each week away from their homes. Women's Voluntary Services sitters-in scheme also enables mothers to have an occasional free evening, and so lightens their burden.

167. In London, Liverpool, Manchester, Oldham, Sheffield and York, some of the problem families are helped by Family Service Units. The Units, which operate from centres in which most of the staff reside, make a concentrated attack on the families' problems by frequent, sometimes daily, visits, help with the children, supply of furniture and other necessities, and by constant persuasion and education. Visits are sometimes continued for long periods. The annual report of the Family Service Units shows that the number of families being dealt with by them on 30th June, 1950, was 38 in London, 62 in Liverpool and 86 in Manchester. Work began in Oldham in December, 1949, in Sheffield in March, 1950, and in York (under the auspices of the York Community Council) in May, 1950.

168. In those cases where neglect or ill-treatment of children continues, despite attempts to remedy it, or when it is apparent from the first that the need is the enforced removal of the children from the home, it will be necessary to bring the case before a court. There may be cause for action against the

CHAPTER III

parents under Part I of the Children and Young Persons Act, 1933, for an offence of ill-treatment or neglect. The police may prosecute, or a local education authority may do so by virtue of section 98 of the Act of 1933, as amended by the Third Schedule to the Children Act. Prosecutions are undertaken also by the National Society for the Prevention of Cruelty to Children, the Liverpool Society for the Prevention of Cruelty to Children and the Birkenhead and Wirral Society. By section 61 of the Act of 1933, a child (or young person) is in need of care or protection if one of the offences specified in that section has been committed in respect of him.

169. Any local authority under the Children Act, constable, or authorised person may bring before a juvenile court any child (or young person) whom they have reasonable grounds to believe is in need of care or protection. The term "authorised person" means an officer of a society, or person authorised by order of the Secretary of State under section 62 of the Act of 1933, to institute care or protection proceedings. This authorisation has been given in respect of the National Society for the Prevention of Cruelty to Children, the Liverpool Society, and the Birkenhead and Wirral Society. Further, a local authority under the Children Act, by virtue of section 62 of the 1933 Act as read with section 38 of the Children Act, is under a duty to bring before a juvenile court any child (or young person) residing or found in their district who appears to them to be in need of care or protection, unless they are satisfied that the taking of proceedings is undesirable in his interests or that proceedings are about to be taken by the police or by an authorised person.

170. The grounds on which a court may make an order under the care or protection provisions are set out in section 61 of the 1933 Act. It does not follow that a child found by a court to be in need of care or protection will necessarily be removed from home, as the court may deal with him in other ways, for example, by placing him under the supervision of a probation officer or of some other suitable person.

171. Public concern has been expressed from time to time that the penalties imposed by the courts for neglect or ill-treatment of children have not always appeared to be in keeping with the gravity of the offence. It has been suggested that there is need to raise the statutory maximum penalties. The Secretary of State explained in Parliament that the courts are empowered, under the Children and Young Persons Act, 1933, to impose in respect of offences under section 1 of the Act on summary conviction six months' imprisonment and a fine of £25, or imprisonment in default of payment, and on conviction on indictment two years' imprisonment and a fine of £100; and that within these limits the appropriate penalty in any particular case is a matter for the court to decide. The Secretary of State said also that he saw no reason to think that the powers given by the existing law were inadequate. Of the 907 persons found guilty of offences of neglect, or ill-treatment of children in England and Wales in 1949 (as compared with 944 in 1938), 358 were sent to prison, 265 were fined, 177 placed on probation, and the remainder were dealt with in other ways.

172. An interesting development in the treatment of neglectful mothers is the "Mayflower" Salvation Army training home at Plymouth. This home was opened in January, 1948, for training mothers who have been found



BOYS FROM STAFFORDSHIRE CHILDREN'S HOMES ON HOLIDAY, 1949



APPROVED SCHOOL BOYS STACKING A RECORD HAY CROP ON THE SCHOOL'S
100 ACRE FARM



THE GIRLS GO SHOPPING FOR THE HOUSEMOTHER AT THIS
APPROVED SCHOOL ARRANGED ON THE COTTAGE HOMES SYSTEM



THE WOODWORK SHOP IN AN APPROVED SCHOOL FOR
SENIOR BOYS

guilty of child neglect and placed on probation with a requirement to reside there for four months. Children under five accompany their mothers. The training is on simple, informal, practical lines and includes teaching in child care, household management, cooking, sewing, laundry work, shopping and elementary citizenship. Regular medical supervision is provided and the mothers are taught to make use of welfare centres and clinics. If the husband is at home, a probation officer visits him while the mother is at the "Mayflower" Home and encourages him to make suitable preparations for the return of his wife and children, such as having the house cleaned or finding other accommodation. The mother remains under the supervision of the probation officer when she returns home and Salvation Army officers also keep in touch with her. During their stay at the "Mayflower" Home the health and social behaviour of the mothers and children have shown marked improvement. It is not possible yet to judge the permanent effectiveness of this type of training, but the results so far have been encouraging, and the experiment has provided opportunity for valuable observation in this field of social work.

CHAPTER IV

JUVENILE DELINQUENCY AND THE JUVENILE COURTS

INTRODUCTORY

173. Since 1938 there has been an extraordinary growth of public interest in juvenile delinquency. This is illustrated by the large number of published studies on the subject that have appeared in recent years compared with the small number published in this country twenty years ago. It is impossible to include in a chapter of this report more than a brief general discussion of developments in the theory and treatment of delinquency, and those readers who desire fuller accounts must be referred to the extensive literature dealing with many different aspects of the subject.

NATURE OF JUVENILE DELINQUENCY

174. The popular concepts of causation of delinquency have developed rapidly during the last twelve years. Emphasis has been placed on the broken home as a prime predisposing factor. It is now generally accepted that failure to meet the child's need for security and affection is responsible for much juvenile delinquency. There is also a growing belief that the problem of the young delinquent may be tractable if scientific knowledge can be fully drawn on to supplement the empirical methods on which in the past even the wisest and most experienced magistrates and social workers have largely relied. There is still, however, much divergence of opinion on how the problem can most effectively be tackled. In recent years, when the volume of juvenile delinquency has increased, some have called for sterner measures in dealing with child offenders and have criticised parents, teachers, juvenile courts and others who have to deal with children for failing to control or punish them adequately. Others have urged that children's misdeeds are commonly the natural products of their surroundings, and that the remedy is to be sought by improvement of the social services.

175. It is not within the scope of this report to discuss the merits of these and other viewpoints, and perhaps the following broad and simplified account provides as much common ground as would be generally accepted as a starting point by most of those who come in contact with juvenile delinquents. Some offences are no doubt largely the result of accidental situations and have little to do with the make-up of the individuals committing them (though they do not any the less require correction); but persistent delinquency suggests a failure or a retardation of the process of civilisation. To make a good citizen, the child, and indeed the adult, has to learn to control and organise his desires so that they harmonize and do not conflict with the general good of the community. The baby is at first completely uncivilized: he knows no obligations and has no inhibitions; his reactions are, "I want, I take". As he grows he has to be influenced not to grab things that are harmful to him or that others need. This process does not end with childhood but continues throughout life. The child's behaviour is shaped in the first place by the influence of his parents and later by the influences of school, religion, and the whole complex and continual pressure of his general social environment. His attitude to those outside his family depends primarily on his development

within the family. Only if his family relationships are harmonious are the common educative mechanisms of example, precept, praise or blame, reward or punishment for good or bad behaviour, likely to have their intended effect.

176. Some children find their way into the juvenile courts merely through thoughtlessness, but most get there because they have not learnt to control themselves or to recognize the rights of others. The task of the juvenile courts is to have this remedied by the influence of the parents or of a probation officer, or, where removal from home is necessary, by committal to the care of the local authority or to an approved school. The juvenile court itself cannot administer the necessary treatment ; it can usually do no more than decide on the treatment which is likely to be effective and rely on the selected agency to carry it out over a long period, though often the court can turn the occasion of the offender's appearance to good account by preparing his mind for the treatment to be given.

177. Sometimes low mentality makes it difficult for a child to understand the complicated environment of modern life, or to foresee the consequence of his actions. For example, one boy was charged more than once with stealing wheels from other people's bicycles leaving a wheel of his own in exchange. He turned out not to have grasped the fact that punctures could be mended ; when he got a puncture his remedy was to appropriate a wheel. The cases where the civilising process has been retarded without the child's having developed a positively hostile reaction to authority are among the simplest to deal with. The more difficult considerations arise where the child has not only failed to respond, but has developed an opposition to civilising influences.

178. Thus, a child may, unhappily, develop a disturbed emotional relationship with his parents or those in whose care he is, and, from rejecting a parent or step-parent, may come to reject the influences first of the family and then of society. The step-parent often fails to become an acceptable substitute for the father or mother figure in a young child's mind, and through nobody's fault trouble in the shape of delinquent behaviour descends on the household. Where such an emotional disturbance is present, the mere infliction of punishment is seldom likely to rectify behaviour which is already beyond the reach of reason, and the problem before the court is to find means of altering the attitude of the offender so that the normal social influences may have their effect. Here psychiatry may render service of great value in uncovering the cause of the emotional disturbance.

179. To say that some offenders are bad, others are ill, and some are both, is not to palliate the offences. Nor, where a child's mind has become warped and hardened by hate and resentment, will it be cured merely by being placed in an environment of affection and security. Firm training over a long period may be required to deal with those who have grown to feel themselves enemies of society. It is the difficult task of the juvenile courts to diagnose which cases are likely to respond to the choice of forms of treatment open to them.

180. Fortunately, apart from a minority of abnormal cases, it seems that sooner or later the civilising process, the constant silent pressure of social environment, brings many boys and girls to maturity. Thus, for many juvenile offenders the problem is to provide a steadying and correcting influence until they have grown out of their delinquency.

THE AMOUNT OF JUVENILE CRIME

181. The research worker on the statistics of crime will obtain much of his information from the "Criminal Statistics of England and Wales", published annually by H.M. Stationery Office. The figures given in the published volumes are for the country as a whole, but supplementary material, including analyses of the proceedings of each court of assize or quarter sessions, and statements of disposals by magistrates' courts in each police district separately, is made available to Universities and libraries and can be obtained from the Home Office by individual research workers on request.

182. The records of "crimes known to the police" (which refer to all indictable offences and to a few serious non-indictable offences) cannot be sub-divided according to the age of the offender because the police do not usually know his age until he is caught. It is necessary, therefore, to judge the state of juvenile delinquency by the numbers found guilty of offences; but there is no reason to suppose that these give a seriously distorted picture.

Long-term trend

183. The number of persons under seventeen found guilty of indictable offences has fluctuated in a fairly well-defined manner since 1938. It rose rapidly to a peak in 1941, fell noticeably in 1942 and 1943, rose to a second peak in 1945, fell sharply in 1946 and 1947, rose seriously in 1948 and fell again somewhat in 1949.

184. For boys this general description gives a fair picture, but for girls (the number of girls found guilty of indictable offences is only about one-twelfth of the number of boys), and particularly for girls under fourteen, there was no fall in 1942 and the rise in 1948 was even more pronounced than in the case of boys.

185. The following table gives index figures, based on 1938 = 100, for the numbers in different age groups, both sexes combined, found guilty of indictable offences for every 100,000 population in the age group since 1938.

Year	Age group					
	Under 14	14-17	17-21	21 and over	Under 17	All ages
1938 ...	100	100	100	100	100	100
1939 ...	116	109	88	91	113	98
1940 ...	164	149	107	87	157	113
1941 ...	167	166	145	117	166	135
1942 ...	151	149	145	129	150	134
1943 ...	158	146	128	127	152	131
1944 ...	169	152	132	125	161	133
1945 ...	173	177	162	133	174	144
1946 ...	150	147	143	134	148	133
1947 ...	147	138	138	157	142	142
1948 ...	185	174	147	166	178	159
1949 ...	173	155	122	145	164	140

186. How are the changes in the proportions of children found guilty distributed among the different age groups? The following two tables show that, while their numbers relative to the population in their age group are smaller, the younger children are being found guilty at a more rapidly increasing rate, and do not show so great an improvement in 1949 as their elder brothers and sisters. These figures are shown separately for girls and boys.

JUVENILE DELINQUENCY AND THE JUVENILE COURTS

Numbers found guilty of indictable offences per 100,000 population in the sex and age group

Age group	Boys					Girls				
	1938	1946	1947	1948	1949	1938	1946	1947	1948	1949
8-10 ...	366	625	622	755	724	18	38	35	49	45
10-12 ...	819	1,294	1,195	1,503	1,422	50	91	104	124	102
12-14 ...	1,214	1,636	1,634	2,061	1,894	70	134	153	198	162
14-16 ...	1,143	1,602	1,490	2,064	1,855	90	157	171	218	179
16-17 ...	1,110	1,708	1,562	1,597	1,417	91	170	193	200	172

Figures of the preceding table reduced to a base of 1938 = 100 for each sex and age group

Age group	Boys					Girls				
	1938	1946	1947	1948	1949	1938	1946	1947	1948	1949
8-10 ...	100	171	170	206	198	100	211	194	272	250
10-12 ...	100	158	146	184	174	100	182	208	248	204
12-14 ...	100	135	135	170	156	100	191	219	283	231
14-16 ...	100	140	130	181	162	100	174	190	242	199
16-17 ...	100	154	141	144	128	100	187	212	220	189

Short-term trend

187. Towards the end of 1949 the downward trend was reversed, and the first half of 1950 has seen a further rise in the number of juveniles found guilty. This is not accompanied by a similar increase for adults. The trend is illustrated by the following table which gives the numbers found guilty of indictable offences at magistrates' courts and also the moving averages of these numbers over four-quarter periods. The moving averages smooth out the fluctuations in the figures and make it easier to follow their trend.

Persons found guilty of indictable offences at magistrates' courts

Quarter ended			Numbers		Year ended			Quarterly moving averages	
			Age group					Age group	
			Under 14	14-17				Under 14	14-17
1948	March	...	6,349	4,156	1948	March	...	5,871	3,701
	June	...	6,677	4,489		June	...	6,088	3,896
	Sept.	...	6,689	4,088		Sept.	...	6,383	4,088
	Dec.	...	7,000	4,258		Dec.	...	6,679	4,248
1949	March	...	6,583	4,434	1949	March	...	6,737	4,317
	June	...	6,369	4,007		June	...	6,660	4,197
	Sept.	...	5,868	3,005		Sept.	...	6,455	3,926
	Dec.	...	6,052	3,618		Dec.	...	6,218	3,766
1950	March	...	6,432	4,110	1950	March	...	6,180	3,685
	June	...	6,863	4,370		June	...	6,304	3,776
	Sept.	...	6,472	3,292		Sept.	...	6,455	3,848

188. It is impossible from these figures to forecast what may occur over the next six months, but the reversal of the 1949 down-swing is disappointing, and in the under-14 age group, at least, there is no sign of any slackening in the quarterly increase since September, 1949, in the numbers found guilty.

JUVENILE DELINQUENCY IN WAR-TIME

189. The amount of juvenile delinquency rose rapidly in the early months of the war. Thus in the last quarter of 1939 the number of offenders in the under-14 group showed an increase of 35% over the figure for the quarterly average for the rest of the year, and the 14-17 group an increase of 3%; and the increase for the first nine months of 1940 over the corresponding period of 1939 was 48% in the under 14 group and 33% in the 14-17 group. It was not, however, until late in 1940 that it became possible to measure these increases. A conference was held at the Home Office in April, 1941, between representatives of the central departments, chief education officers, magistrates, clerks to justices, voluntary organisations and others, to consider what could be done to meet difficulties experienced by juvenile courts in the matter of treatment of offenders, and to discuss practical methods of reducing the number of offenders by provision for additional ways of occupying the leisure of young people.

190. The strain on the juvenile delinquency services at that time had already become serious. In the remand homes, the rise in the number of offenders rapidly overflowed the total capacity of 600 places for boys, and remand homes became largely clearing-houses for approved schools, and too few even for that purpose. Between 1939 and 1941 some 150 additional remand home places had been provided, and another 300 places were in preparation; against this, three remand homes had been bombed out and others damaged. The minor function of detention of boys awaiting admission to approved schools had perforce to overshadow the other functions of remand homes, and over twice as many boys were remanded to prison in 1940 as in 1939, some certainly because no remand home could take them. Even where remand home places were available, the detention of boys for months awaiting vacancies was most undesirable as the premises were neither intended nor equipped for long detention.

191. In the approved schools training was seriously handicapped by lack of accommodation, and the waiting lists rose rapidly to about 800 boys and girls awaiting admission. To deal with the situation it became necessary to shorten in the middle of 1940 the training period in all boys' schools as follows:—

Senior schools : from 2 to $2\frac{1}{2}$ years—to 12 months.

Intermediate : from $2\frac{1}{2}$ to 3 years—to 18 months.

Junior : from 3 to 4 years—to 2 years.

The consequent early licensing gave immediate relief to the overcrowding in the remand homes, but by taking away the top end of the schools the force of example of the senior boys was lost, with a depreciation in tone and the creation of a perplexing problem in a system based on precept and example and steady promotion through the behaviour grades to the fitness for licence stage.

192. The probation service lost between sixty and seventy officers who were called up to the forces or were reservists, and a much increased load fell on the depleted service. The difficulty of obtaining accommodation in remand homes and approved schools undoubtedly caused some courts to place on probation children who would otherwise have been dealt with by institutional training. In addition, considerable derangement of the probation system was caused by the evacuation of school children to country areas, many of which were not staffed to deal with this addition. As far as London children were concerned, the Home Office gave what help it could by lending to reception areas experienced London probation officers, but no other authority found it possible to assist the reception areas in this way.

193. As a result of the conference mentioned above, a joint memorandum by the Secretary of State and the President of the Board of Education entitled "Juvenile Offences", and dealing with the war-time causes of delinquency, preventive measures, and methods of treatment of offenders, was issued in June, 1941, to the authorities concerned with young people, and was also placed on public sale. Throughout the year central and local conferences continued to be held to consider local co-operation, the treatment of maladjusted children, truancy and similar matters.

194. It was not to be expected that spectacular results would follow from measures taken in the middle of a major war, but the memorandum led to increasing realisation of the need for co-operation between the police and the educational service and for better staff and joint effort by all agencies concerned. Encouragement was also given to the activities of local youth committees. The need for early and adequate steps to deal with truancy was stressed. The yearly totals of the delinquency figures fell noticeably in 1942 and 1943, rose to a second peak in 1945, and then declined in 1946 and 1947.

Emergency legislation in war-time

195. The Defence (Administration of Justice) Regulations, 1940 (S.R. and O. 1940, No. 1028.R.) made provision for the holding of courts (including juvenile courts) at such times and places as the Secretary of State might direct in the event of an emergency that prevented the courts from carrying out their usual sittings. Fortunately no such emergency occurred. The Regulations also extended (for juveniles as for adults) the maximum period of remand in custody in indictable cases to twenty-one days, or until the next practicable sitting of a petty sessional court. This provision had effect in substitution not only for section 20(2) of the Criminal Justice Administration Act, 1914, but for section 9(1) of the Administration of Justice (Emergency Provisions) Act, 1939.

196. These Regulations were revoked (S.R. and O. 1945, No. 504) in May, 1945.

JUVENILE DELINQUENCY SINCE 1947

The increase in 1948

197. The publication during 1948 of the volumes bringing the Criminal Statistics up-to-date showed that juvenile delinquency was still 30% above pre-war, but it was thought that, as after the 1914-18 war, the steady decline from the war-time peak would continue towards pre-war level. In the first

half of 1948, however, there was a sudden and marked upturn in the number of juveniles found guilty of indictable offences, and the year produced the highest total ever recorded and a rate of increase over the previous year second only to that from 1939 to 1940. The highest increase occurred at age 14 and was over 50 %; the increases for ages 9 to 13 were between 20 % and 30 %, those for ages 8 and 15 were 17 % and 14 % respectively, and the increase at age 16 was almost negligible. To a limited, and probably unimportant, extent, increased efficiency of detection may have affected the figures. Enquiries were made of representative chief education officers, approved schools, clerks to justices, probation officers and chief constables, to ascertain whether any identifiable short-term factor had recently come to notice. The Aycliffe Classifying School reported that no definite conclusion could be drawn from the records available. The replies received from other sources ranged over a wide field, and may be summarised as follows :—

- A. Changed relationship of children with
 - (i) parents
 - (ii) school
 - (iii) religion
 - (iv) the law
 - (v) property
 - (vi) other social obligations
 The attitude of respect formerly imposed from without had not been created from within, an educational failure on the part of parents and teachers.
- B. Lowering of general standards of conduct of the population as regards
 - (i) controls, not regarded as morally binding
 - (ii) property generally, private or public
 - (iii) sex
 and see D (iii).
- C. Economic factors—particularly excessive money needs for cinemas and cigarettes.
- D. War sequelae—
 - (i) broken homes, no homes, overcrowding
 - (ii) psychic traumas due to bombing
 - (iii) encouragement of destructive instinct
 - (iv) reaction from clubs, cadets, and other organised and disciplined leisure activities.
- E. Failures of law enforcement
 - (i) by the parent
 - (ii) by the general public
 - (iii) by juvenile courts and the statutory delinquency services.
- F. Lack of
 - (i) moral teaching
 - (ii) facilities and encouragement (a) for constructive play
(b) for adventure.
- G. Lack of residential schools for educationally sub-normal children who commit offences.
- H. Parents' lack of responsibility towards their children : an expectation that the "welfare state" would provide a salaried officer to see to them if anything went wrong.

Short-term factors

198. Larcenies of all kinds and shopbreaking increased. The larcenies were, in the main, of toys, sweets, cigarettes, or money to buy them, or of easily negotiable property. There were also acts of wanton and purposeless damage.

199. It seems reasonable to link these indications with the economic pressure of disinflation which began to make itself felt about this time. The increased price of most commodities and of amusements allowed the parents less marginal money to give their children to spend, and this at a time when goods which had not been available during the war were appearing in the shops. The more self-centred parents (those who were in any case least interested in the children's welfare) were very likely also those who were less willing to give up their own amusements for their children. Children on whom the disturbed conditions of war had left their mark and to whom dishonesty in the evasion of controls was a common and imitable practice of their elders were apt to regard shortage of cash as just another control to be got round. The first impact of the raising of the school-leaving age, and the postponement of emancipation and more money to spend, may have affected the boys of fourteen, but did not account for the conduct of the younger ones. Some observers mentioned the return of married women to industry as a contributory factor.

The Central Conference, 1949, and the local campaign

200. A debate on juvenile delinquency took place in the House of Lords on the 23rd November, 1948, on the motion of the Archbishop of York ; the Lord Chancellor in replying expressed the grave concern of the Government. On the 2nd March, 1949, a central conference was held at the Central Hall, Westminster, by the Secretary of State and the Minister of Education, designed to bring into consultation on a national basis representatives of the interests immediately concerned and to enable their views to be ascertained. Its upshot and the action arising from it are best described by reproducing the letter and memorandum sent after the conference by the two Ministers to the Chairmen of County Councils and the Lord Mayors, or Mayors, of county boroughs in England and Wales.

201. This will be found in Appendix X to this report, together with a paper laid before the House of Lords in July, 1950, showing the action that had then been taken in the local campaigns. Spectacular results are not to be expected, but progress is not likely to be made without faith that the factors contributing to delinquency can be brought under control ; what was said in the closing paragraph of the Ministers' memorandum may bear repetition, that the tendencies underlying the rise in delinquency are of long standing and that it is only by sustained and long-term measures that lasting results will be achieved.

PSYCHIATRIC TREATMENT OF THE DELINQUENT

(Contributed by a Home Office psychiatrist)

202. Delinquents are commonly regarded as falling into two broad groups : those who are untrained and uncivilised, and those who are the victims of a psychological disorder. The assumption is that they require different treat-

ment, the former correction and training, and the latter psychiatric treatment. While this distinction is practically important, it has to be realised that it is seldom clear cut, that all delinquents are probably the better for some discipline, and that most of those who have failed to respond to normal correction suffer from a deep inner disturbance.

203. Psychiatric treatment can usually be obtained according to need in one of the following ways :—

- (a) by attendance at a child guidance centre maintained by the local education authority or at a child psychiatric clinic under the National Health Service. In such centres or clinics investigation is made of the child in all aspects and of his environment. Much of the work done is with the parents and their co-operation is necessary for its success, but the child also will often receive treatment in a play group and less often individually from the psychiatrist ;
- (b) under the provisions of the Education Act, 1944, a child ascertained to be a “maladjusted pupil” may be sent by the local education authority to a boarding home or boarding school. This applies particularly where the home situation is disturbing the child and when this cannot be remedied quickly. Such children normally remain under the supervision of a psychiatrist who may make suggestions regarding their management ; but the emphasis in treatment lies in the removal of the child from deleterious home influences and the provision of a friendly interested atmosphere in which he can grow up ;
- (c) by admission to a mental hospital or mental defective institution. Naturally this applies only to children whose behaviour is too disordered or inadequate to allow of their being dealt with in other ways.

204. In cases coming before the court, it is sometimes impracticable to adopt any of these methods and an approved school order may be made. Approved schools are not, however, organised and equipped to deal with the seriously handicapped child, and it is seldom possible to provide psychiatric treatment within the school, though endeavour is made to use such local facilities as are available.

205. The situation is not as unsatisfactory as would at first appear. There are few delinquents, however disturbed in themselves, who will not benefit from the regular disciplined routine of a well-run boarding school and, though there are some who feel keenly their separation from home, this is not substantially worse than for many children attending boarding schools and may afford a period in which their emotional problems in relation to their homes can be seen in clearer perspective. Again, the diagnosis of a psychiatric disorder in any individual case does not necessarily mean that the child is suitable for psychiatric treatment. It may be that his trouble is due to immediate causes in his environment from which he is better removed, or that the nature of his disorder is such as to make him a poor subject for psychotherapy. This is particularly true of the seriously educationally sub-normal child and the psychopath. It is certainly true that the primary need of the educationally sub-normal child is for specialised education, but demand for this is still far in excess of supply and the behaviour may be such that immediate removal from home is required.

206. The psychopaths present the approved schools with one of their most serious problems. Not only are they individually troublesome, but as yet there appears to be no agreed line of treatment, psychiatric or otherwise, which can be relied upon to produce good results. The psychopath may be contrasted with the psychoneurotic who, while he may receive benefit from psychotherapy, also benefits by contact with kindly and well disposed people, as in a well run approved school.

207. It is the peculiarity of the psychopath that his character is not readily open to modification whether through his environment or through psychotherapy. Indeed, it may be said that his whole character is formed round the dominating need to oppose any controlling influence from outside, which is automatically responded to as if it were hostile and necessarily opposed to his individuality and well-being.

208. Without trying to diminish the importance of psychiatric treatment for suitable cases, the most effective contribution which a psychiatrist makes to the treatment of delinquents may be in the sphere of investigation : in deepening understanding of the causes of the delinquent acts, and in illuminating the degree and nature of the inner disturbance in the individual case. It is often easy to recognise a broken home, but the skill of the psychiatrist may be needed to reveal one which, while outwardly beyond reproach, is broken in spirit ; and in the same way special skill may be needed to reveal the deeper fear in the child which is concealed by outward truculence or defensive pathos.

209. The present tendency to use psychiatrists more freely in the early investigation of the delinquents' needs is seen in the greater frequency with which persons are remanded by the courts for psychiatric reports, and in the attachment of a psychiatrist to the investigating team at the classifying schools. But the contribution of the psychiatrist should not be confined to this important aspect, and there is still need for improved facilities for psychiatric treatment. A beginning has been made within the approved school system in that at one of the schools for boys a psychiatrist attends weekly for the purpose of giving treatment in suitable cases, and at a school for senior girls there are arrangements for giving intensive psychiatric treatment.

210. The claims of research would alone justify much psychiatric treatment which, superficially regarded, might seem devoid of immediate results. Not only is it more important to prevent delinquent trends than to cure them when established but, if a child's needs have not been met at the time of their occurrence, it may not always be possible later to make up to him for what he has previously lacked, and to restore him to complete mental health.

RESEARCH

211. The problem of improving methods of diagnosis and treatment by the application of scientific principles and the study of causation has been in the minds of many for some time past. In 1938, for instance, a statistical investigation into aspects of the problem was instituted by the Secretary of State. The planning and general supervision were undertaken by Mr. (now Sir Alexander) Carr-Saunders, Director of the London School of Economics, with whom were associated Dr. E. C. Rhodes, Reader in Statistics, and Dr. Hermann Mannheim, Lecturer in Criminology. In October, 1938, field

work began with the collection of information in London regarding a group of delinquents and a control group of non-delinquents. Subsequently, this enquiry was extended to Manchester, Leeds, Sheffield, Hull and Cardiff. With the assistance of the authorities in each area, the collection of the material was completed by the middle of 1939, and was analysed at the London School of Economics. A parallel enquiry into the psychological aspect of juvenile delinquency was planned at this stage, but had to be abandoned on the outbreak of war.

212. By the time the work done under the direction of Sir Alexander Carr-Saunders was completed, the Government had decided to suspend official publications of this kind during war-time, and the report, under the name of the investigators and with the title "Young Offenders", was published by the Cambridge University Press in 1942. A brief summary of the conclusions was also printed and distributed by the Home Office to juvenile court justices. The conclusions set out in the book, as the authors remarked, "will seem to many to be disappointing"; they pointed out that the proper use and the limits of the statistical method in this field were not fully understood, and that the completion of this statistical analysis could provide only "pointers" to the direction in which the causation of delinquency might be looked for. They regarded it as unfortunate that the psychological side of the inquiry, which they thought might have done much to establish the causal nexus between the conditions described and the incidence of delinquency, was frustrated by war. The first chapter of this book contains a valuable summary of previous inquiries of scientific value on the subject of juvenile delinquency, mainly from the sociological aspect. It is interesting to find some of the ideas of to-day put forward in, for instance, the "Report of the Committee for Investigating the Alarming Increase of Juvenile Delinquency in the Metropolis", published in 1816, immediately after the Napoleonic wars.

213. The notice given to this study, carried out in co-operation with the central departments and the local authorities concerned, is not intended to detract from the value of other researches undertaken since that time. In many quarters there have been moves to embark on other projects. The results of one undertaken recently at an approved school for senior boys by Dr. D. H. Stott appeared in May, 1950, in a Carnegie Trust publication entitled "Delinquency and Human Nature". The Leverhulme Trustees financed a research project at the Aycliffe Classifying School relating to the validity and reliability of the testing techniques employed there. The Cambridge University Department of Criminal Science, in co-operation with the Home Office and the local authorities in certain areas, have carried out recently a study of the methods and results of treatment in remand homes on boys detained under section 54 of the Children and Young Persons Act, 1933. Other small-scale inquiries have been undertaken with Home Office support by research workers from Oxford, Cambridge and London Universities.

214. An attempt was made by the Home Office in 1949 to map out the field of research into juvenile delinquency with the object of creating some central scheme to serve as a point of reference for individual projects that might be set up in any part of the field, and there were consultations with a number of the leading University faculties concerned with this subject. The Carnegie Trustees have been interested in the subject, and, as was announced in the

press, appointed Mr. J. A. Mack of Glasgow University as an investigator to make a survey for their information. Public interest in research was stimulated by a conference on the scientific study of juvenile delinquency held in London in October, 1949, under the auspices of four of the principal psychological organisations, the Howard League for Penal Reform and the Institute of Sociology. The report of this conference, entitled "Why Delinquency?", contains well-balanced accounts of the interest both of the sociologist and of the psychologist in the subject.

215. In January, 1950, on the initiative of the Home Office, a group of University sociologists and psychologists met at Nottingham University to advise on what lines research into the causation of juvenile delinquency might best be pursued. The conference, besides stressing the importance of the continuing interest of the Home Office in research and recommending the appointment of a statistician, reached the following conclusions on the possibilities and methods of inquiry :—

A. General principles

(1) (a) Research should be mainly "operational" in character, that is, directed to the study of delinquents and near-delinquents and their social environment, in the living body in small areas in open society, in conditions where controlled experiments can be made to influence their attitude and observe the results, with the full co-operation, and where desirable with the participation, of central and local government.

(b) A comparative study should be made of the differences in social environments and behaviour in contrasted parts of a somewhat wider area.

(c) Some general examination of existing statistical material should be undertaken.

(2) It would be difficult and generally unprofitable to examine by the historical method common assumptions about delinquency, such as that parental authority has declined, owing to the scientific inadequacy of existing data. It is necessary, however, to undertake an examination of relevant changes of this sort from now on.

(3) Operational research teams or units must be carefully chosen. They must include people acceptable to the local community, who may, hence, be required to live in the area.

(4) They should be free to test their own hypotheses and should not have a programme imposed on them. They must, however, work in co-ordination with each other; and it is essential, for the success of the whole research project and the advance of the study of delinquency, that they should also work in co-ordination with other research projects.

(5) It would be premature at this stage to lay down the form and content or co-ordinating machinery. In all parts of the project it seems best to start in a small way and build up; the method of co-ordination will no doubt evolve.

B. Research techniques

(1) The first unit to be established should be rather larger in scale than the others. It should act as a testing ground for techniques and a training ground for personnel. It should contain a full complement of members collectively qualified in anthropology, education, medicine, psychology, psychiatry, sociology and statistics. It is envisaged that three or four people should meet these combined requirements. The composition of other teams would be related to the particular problems they were studying and would not necessarily include all the different disciplines. They should, however, have access to the resources of the first unit.

CHAPTER IV

(2) There should be :—

- (a) intensive studies of thickly populated areas ;
- (b) intensive studies of a contrasted area ;
- (c) extensive study of wider areas on specific questions.

(3) The size of the community to be studied intensively should be about 5,000 persons.

216. The conclusion that a statistician should be added to the Home Office staff to study the statistical material available had already been arrived at by a working party engaged on a review of Home Office statistics, and an appointment was made early in 1950.

217. The field of inquiry into causation is of dismaying size, but until it has been fully explored, it is unlikely that a satisfying answer can be found to the problem of “susceptibility”—the question, in other words, why, of a number of children with apparently similar personal problems, physical and mental make-up, and environment, some break down into delinquency, others into other forms of irrational behaviour, and others do not break down at all.

218. As regards studies designed to assess the efficacy of treatment, the reporting of results and the collection of information about the subsequent careers of delinquents who have undergone a particular form of treatment, are hedged about with difficulties, more particularly since it is general public policy that offenders who have undergone forms of treatment should be encouraged and helped to put their past lives behind them and to make a fresh start. Even where it is possible, as it is in the case of approved school boys and girls through the statutory powers of approved school managers, to follow up their careers for some years after treatment, the criterion of success or failure is necessarily an objective one, that is, whether within a period of three years the boy or girl is found guilty of a further offence (other than of a trivial nature). An attempt to answer the question “How much better has approved school training made the child?” involves a subjective assessment of qualities at the beginning and end of training. The development of the classifying schools may open up possibilities in this direction.

THE CINEMA AND JUVENILE DELINQUENCY

219. In 1947, the Secretary of State, the Secretary of State for Scotland and the Minister of Education, appointed a committee, under the chairmanship of Professor K. C. Wheare, to report on the effects of attendance at the cinema on children under the age of sixteen, with special reference to attendance at children’s cinema clubs and any modifications that might be desirable in the existing system of film classification, the position with regard to the admission of children to cinemas, the organisation, conduct and management of children’s cinema clubs. The Report of the Committee, published in 1950, (Cmd. 7945), deals, in paragraphs 126–151, with the psychological and moral effects of cinema attendance and its relation to juvenile delinquency. The general conclusion of the Committee, apart from a dissenting memorandum by one member, was that the portrayal of lawless acts did not necessarily conduce to delinquency, but that the false values underlying film stories if seen repeatedly by children played their part in weakening moral fibre.

NEW METHODS OF TREATMENT

220. At the present time experiments are being made on a small scale with two new methods of treatment, of which one is the result of the passing of the

Criminal Justice Act, 1948, and the other a voluntary home, established by private generosity, for children showing signs of maladjustment who require care and treatment away from home.

Attendance centres

221. During the passage of the Criminal Justice Bill through Parliament a provision was inserted empowering the Secretary of State to provide attendance centres at which persons between the ages of 12 and 21 may be ordered by a court to attend for periods not exceeding twelve hours in all and not more than three hours on any day, times of attendance being arranged so as not to interfere with education or employment. It has been decided to experiment in the first place with a small number of centres for boys under the age of 17.

222. In London, the Metropolitan Police have provided premises and staff at Peel House, Victoria, S.W.1, which serves the six London juvenile courts ; this centre opened in July, 1950, and receives boys of school age and those aged fifteen and sixteen on alternate Saturdays. The Chief Constable of Staffordshire, by arrangement with the Smethwick Town Council, has provided similar facilities at part of the Smethwick Divisional Police Station ; this centre opened in August, 1950, to serve the juvenile courts of Smethwick and West Bromwich. The third centre opened in December, 1950, at Hull, where the local authority have arranged for the use of the remand home to serve the Hull juvenile court. The number of cases likely to be sent by the courts to centres of this kind remains a matter of speculation, and the catchment areas will be modified as experience requires.

223. A scheme of instruction and occupation has been approved in each case by the Home Office under the Attendance Centre Rules, 1950 (S.I. 1950 No. 712), on the general pattern of an initial period of physical training, following by employment in handicrafts or a lecture or other instruction on such subjects as first-aid, boys' club and citizenship. While the boys remain under firm discipline throughout the period of attendance, the aim of the staff is to educate them in the proper use of leisure of which the court order has deprived them. It is hoped that the activities at the centres will come to resemble the more strictly controlled activities of a boys' club, and that they may serve in many instances to form an introduction to the local youth organisations.

224. There are obvious difficulties to be surmounted, but it is hoped that this new method of treatment may prove of value in suitable cases, including breaches of probation orders where the breach may not be serious but, if passed over, might jeopardise the success of probation. A provision of the Criminal Justice Act enables a court to continue the probation order in force while making an attendance centre order in respect of a breach.

The Henderson Fund Home

225. Methods of dealing with certain of the younger maladjusted children appearing before the London juvenile courts have been discussed from time to time with representatives of the London Juvenile Court Panel and of the London County Council. It was thought in the light of experience in the courts that some at least of the children who appeared to require residential psychiatric treatment could not properly be dealt with as maladjusted under the Education Act, 1944, and that there was need for some establishment

where such children could be given suitable treatment within a period of from six months to a year during which time a psychiatric social worker could also influence the parents to provide a better emotional environment on the child's return. It was felt that, if such a course could be taken in time, some children could be saved from more severe maladjustment amounting to an educational handicap and possibly leading to delinquency.

226. It so happened that before the war Mr. Barrow Cadbury, who had previously made generous contributions towards the treatment of delinquent children in Birmingham and elsewhere, gave the sum of £2,000 in memory of his wife, Dame Geraldine Cadbury, for the establishment of an observation centre for young offenders. Some of the principal charitable trusts were approached in 1938 by the Home Office and promised further contributions for this purpose, but, before arrangements were concluded, the war brought progress temporarily to an end. When the project was revived after the war, it was decided to aim at the provision of a voluntary home for children of the type described, between the ages of five and twelve, to which they might be sent after an appearance in a London juvenile court, either by a requirement of residence in a probation or supervision order or by the London County Council after committal to their care as a fit person. A fund of some £19,000 was made up by Mr. Barrow Cadbury's donation and by contributions from the Goldsmiths' Company, the Carnegie United Kingdom Trustees, the City Parochial Foundation, and the Sir Halley Stewart Trust. Premises have been acquired and adapted at Seer Green, Buckinghamshire, which will provide for some twenty boys and girls. Cases will be selected from among those children coming before the London juvenile courts for whom psychiatric treatment away from home is recommended. It is contemplated that the stay at the Home will not exceed twelve months.

227. The Home opened in November, 1950, and will, it is hoped, be a valuable pioneer effort in dealing with emotionally disturbed young children before their difficulties become a permanent handicap. It is as an attempt to strike at the roots of delinquency that this experiment will be tested.

228. The day-to-day management of the Home is being undertaken by the National Association for Mental Health, as agents of a body of Governors under the chairmanship of Sir Sydney Harris, consisting of representatives of the London Juvenile Court Justices, the London County Council, the National Association for Mental Health and the Home Office. The fund has been denominated the Henderson Fund to commemorate Mr. J. F. Henderson, formerly head of the Children's Branch, to whose initiative in 1938 the scheme for an experimental institution on a voluntary basis was due.

JUVENILE COURTS—CONSTITUTION

229. At the time of the publication, in 1938, of the last Children's Branch report, public opinion was somewhat disturbed regarding the constitution of juvenile courts by elderly justices. It is a statutory duty of the justices for each petty sessional division to appoint from among their number, every three years, justices specially qualified for dealing with juvenile cases to form a juvenile court panel. A general obstacle to the making of an effective choice, however, was that, at any rate prior to 1933, the desirability of selecting

JUVENILE DELINQUENCY AND THE JUVENILE COURTS

persons for appointment as justices who had special qualifications for dealing with juvenile cases was not present to the mind of those charged with the duty of adding justices to the Commissions of the Peace. It was a matter of chance, therefore, whether in any individual petty sessional division such justices were available. In 1933, for instance, on the occasion of the first appointment of the panels, no fewer than 212 did not include a woman justice. Steps were taken, therefore, to add to the Commissions of the Peace numbers of women justices (and also of men justices) thought to be specially suitable for the work of the juvenile courts. In 1936, the number of women justices on the panels had risen from 1,596 to 2,068, and the number of men had fallen from 7,397 to 6,508. The number of panels which did not include a woman justice was by then reduced to 66. The continued filling of vacancies over a period of years by justices selected since the passage into law of the Act of 1933 has rendered it easier to obtain suitable panels of juvenile court justices ; but though in 1946, on the first appointment of panels after the war, the number which did not include a woman justice had fallen to ten, in 1949 it had risen to twelve.

230. In November, 1940, the Lord Chancellor directed that, in all future appointments to the Commissions of the Peace, prospective justices should be required to give an undertaking that they would ask for their names to be placed on the supplemental list when they attained the age of 75. This has had the effect of reducing the average age of justices sitting not only in the adult courts but in the juvenile courts also, and it is interesting to follow the percentages of the total number of justices on juvenile court panels in the different age groups in 1938, 1946 and 1949 :—

1938		Men	Women	Total	Approximate % of whole
Under 50	...	591	274	865	12%
50-59	...	1,476	600	2,076	30%
60-69	...	2,013	637	2,650	38%
70-79	...	1,057	227	1,284	18%
80-89	...	115	14	129	2%
90 and over	...	1	—	1	—
		5,253	1,752	7,005	100%
1946					
Under 40	...	117	110	227	3%
40-49	...	888	512	1,400	20%
50-59	...	1,730	960	2,690	39%
60-69	...	1,141	842	1,983	28%
70 and over	...	507	220	727	10%
		4,383	2,644	7,027	100%
1949					
Under 40	...	156	121	277	3%
40-49	...	1,049	609	1,658	21%
50-59	...	1,890	1,105	2,995	38%
60-64	...	932	449	2,422	31%
65-69	...	724	317		
70 and over	...	393	187	580	7%
		5,144	2,788	7,932	100%

CHAPTER IV

231. It will be seen that 1,621 justices aged 65 and over were members of the panels in 1949 ; most of those over 75 have since been placed on the supplemental list in pursuance of section 4 of the Justices of the Peace Act, 1949, and no longer sit, while some younger members have been appointed.

232. On 4th October, 1950, the Lord Chancellor made Rules (The Juvenile Courts (Constitution) (Amendment) Rules, 1950), reproduced in Appendix XI, to come into force on 1st November, 1950. They apply to all juvenile courts in England and Wales outside the Metropolitan Magistrates Court area and the City of London, and their main purpose is to fix an age limit for justices who sit in juvenile courts. As from 1st February, 1951, a justice who is not a stipendiary magistrate will not be able to be a member of a juvenile court panel after attaining the age of 65, unless the Lord Chancellor, on consideration of representations from the justices of a petty sessions area that there will not otherwise be enough justices on the juvenile court panel, makes a special exception in his favour.

THE LONDON JUVENILE COURT PANEL

233. The Secretary of State is responsible for the appointment of justices to the London Juvenile Court Panel, and of the chairmen of the London Juvenile Courts. The panels have normally been appointed for three years, and the general policy followed over a number of years was not to reappoint justices who had attained the age of 70. In 1949, in view of the report of the Royal Commission on Justices of the Peace mentioned below, it was considered desirable to lower this upper limit to 65. The London Juvenile Court Panel now comprises 27 men and 21 women justices, and from this number 12 men and 5 women have been appointed as chairmen in order to provide an adequate number of chairmen to sit throughout the year in the six juvenile courts and to take reliefs where necessary.

234. The age distribution of the London Juvenile Court Panel on 1st November, 1949, was :—

		<i>Men</i>	<i>Women</i>	<i>Total</i>	<i>Approximate % of Whole</i>
Under 40	...	3	1	4	8%
40-49	...	11	5	16	33%
50-59	...	8	10	18	38%
60-64	...	5	4	10	21%
65-69	...	—	1		
		—	—	—	—
		27	21	48	100%
		—	—	—	—

THE LONDON JUVENILE COURT CONSULTATIVE COMMITTEE

235. In 1944, the Secretary of State appointed a committee of enquiry (referred to in the chapter on remand homes) to examine the conditions of the London remand homes as a result of complaints which had been made. On the recommendation of this committee, he appointed a Juvenile Court Consultative Committee consisting of equal numbers of representatives of the London Juvenile Court justices and the London County Council under a Home Office chairman, to confer about matters arising from the work of the juvenile courts which fall within the administrative responsibility of the Home Office

and the London County Council. The Consultative Committee meets three or four times a year, and has proved a valuable instrument for the exchange of views and the development of services to meet the needs of the courts. Meetings are also held at the Home Office from time to time of the whole of the London Juvenile Court Panel to discuss matters arising from the work of the courts.

JUSTICES OF THE PEACE ACT, 1949

236. The Royal Commission on Justices of the Peace, which reported in 1948, made a number of recommendations affecting juvenile court justices and juvenile courts. Perhaps the most important of these was a recommendation that no one, save in exceptional circumstances, should be appointed for the first time to a juvenile court panel when over fifty, and that all justices should be required to retire from the panel on attaining the age of sixty-five. The Royal Commission recommended also that all justices, whether sitting in the adult or juvenile courts, should receive instruction in their duties, and that schemes for giving such instruction should be prepared. Other recommendations were that a juvenile court should be established, where appropriate, for a combined area covering more than one petty sessional division ; that the special arrangements for dealing with juvenile offenders in the City of London should be brought to an end ; and that a justice who was a member of a local authority should be disqualified from adjudicating in a case in which the authority was an interested party.

237. In the Justices of the Peace Act, 1949, Parliament gave statutory form to the main recommendations of the Royal Commission. As mentioned in paragraph 232 above, Rules were made on 4th October, 1950, by the Lord Chancellor fixing sixty-five as the maximum age for membership of a juvenile court panel. The special jurisdiction of the City of London justices over juveniles was abolished by section 11 of the Act, which section was brought into force by Order-in-Council (S.I. 1950 No. 517) on 1st June, 1950 ; and cases concerning children and young persons from the City area are now dealt with by the Metropolitan juvenile courts. Justices who are members of a local authority are disqualified by the Act from sitting as members of the court in any proceeding brought by or against the authority. The Act provides also for the setting-up of Magistrates' Courts' Committees, whose duty, when they are established, will be to arrange, amongst other things, for courses of instruction for justices, including juvenile court justices. The possibility of combining certain juvenile court areas, as recommended by the Royal Commission, is a further matter that Magistrates' Courts' Committees may be expected to consider in due course.

CHAPTER V

APPROVED SCHOOLS

INTRODUCTORY

238. A description of the approved school system, its range and variety, and the nature of its work will be found in a booklet "Making Citizens", written by a former inspector of the Home Office Children's Department and published by H.M. Stationery Office in 1946; and classified lists of the schools are contained in the Directory of Approved Schools, Remand Homes, etc., published by H.M. Stationery Office. This portion of the report is confined to a brief statement of the principles underlying the approved school system and some account of developments and changes in the system in the twelve years since the last Children's Branch report appeared.

239. Approved schools vary widely in origin and in character. Some in their premises and traditions go back to the days when valuable pioneer work was done by the industrial and reformatory schools, some are managed by religious bodies or by voluntary organisations concerned on a national basis with the welfare of children, while others are provided by local authorities or managed by committees formed for the purpose by interested local people. Whatever their origin, the schools are properly regarded simply as boarding establishments approved by the Secretary of State for the education and training of boys and girls ordered to be sent there by the courts. They differ from other schools in that the children are removed from the care of their parents and compelled to reside in the school and undergo the training provided; and the statutory approved school rules specify certain requirements regarding the managing body, the treatment and discipline of the children, and other matters designed to safeguard the welfare of those who have been deprived of their full liberty by order of a court. Within the framework of the statutes and the rules, however, the managers and staffs are encouraged to develop the work of the schools on individual lines, subject to the advice of the Home Office and to the financial control necessary when virtually the whole of the cost is met from public funds. The development in the intermediate and senior schools of facilities for residential vocational training has been a specially valuable feature of the work of the approved schools in re-educating delinquents.

240. One of the tasks of the Home Office has been to hold the balance between the fostering of that independent life without which no school can work successfully, and the control necessary to secure that proper standards of accommodation, education and training are maintained, that accommodation is related to current needs, and that expenditure on the service is kept within proper limits. The attainment of these objects has been assisted by the close and friendly relationship which is maintained between the Home Office and the managers and heads of the schools.

241. A Committee on Remuneration and Conditions of Service in Approved Schools and Remand Homes was appointed in 1945 under the chairmanship of Lord Munster, then Parliamentary Under-Secretary of State at the Home Office and, later, of Mr. B. J. Reynolds. The Committee reported in 1946,

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and its recommendations in general were accepted and applied by the Secretary of State. The principles expressed in the Report remain of importance, and are considered later in this chapter.

242. The finance of the approved schools was examined by the House of Commons Select Committee on Estimates during the session 1948–49. The Committee's eighteenth Report, published by H.M. Stationery Office early in 1950, contains much factual information and, in the appendices, many interesting expressions of opinion from expert witnesses. The Committee stated, in paragraphs 30 and 31 of their Report, that, although they would have been glad to hear that more boys were reformed, they considered that the redemption of more than two-thirds of the children was sufficient justification for the expenditure on approved schools : and that they were, on the whole, well satisfied with the conditions of the schools they inspected.

243. The conclusions and recommendations of the Select Committee on Estimates (whose Report covered Scotland as well as England and Wales) were stated in paragraph 33, as follows :—

“(1) While your Committee do not propose any major change in the present dual system of management of approved schools, they are, however, of the opinion that greater efficiency would result if there were Local Government representation on all voluntary management boards. The regulations for the appointment of governing bodies of voluntary schools under the Ministry of Education should be examined as providing a possible solution of this problem.

(2) The Departments should keep the possibility of closing further schools constantly under review, and in so far as there are surplus places available above a reasonable margin of safety the more expensive schools should be closed.

(3) The Home Office should consider possible economies with a view to equating their costs more nearly to those of Scotland.

(4) There should be a comprehensive review of staffing ratios and expenditure with a view to reaching uniform standards for the various types of school based on the best and most efficient practice.

(5) The Departments should consider whether some means of increasing parents' contributions can be found.

(6) The Departments and all concerned should press on with the provision of classifying schools, as this may well reduce the time for which children have to be detained in approved schools.

(7) The Departments should consider extending facilities for practical training where they do not exist, and do all that is possible to relate the courses provided to outside apprenticeship and vocational requirements.

(8) There should be a wider recourse to foster-parents, as an alternative to the committal of children to approved schools.”

Recommendations (1) to (7) were accepted by the Secretary of State, and action has been taken or is proceeding on all of them. In the Home Office observations on the Committee's recommendations, it was explained that the subject of recommendation (8) was a matter for the courts, who considered in each case what form of treatment was required.

244. Of 136 approved schools in England and Wales (93 for boys and 43 for girls), 28 are administered by local authorities and 108 by voluntary managers. By the provisions of the Children Act, 1948, the functions of a local authority in connection with approved schools stand referred to the children's committee of the authority.

EXPANSION OF THE APPROVED SCHOOL SYSTEM

245. The Children and Young Persons Act, 1933, extended the scope of the juvenile court jurisdiction to include boys and girls aged sixteen. The staffs of the senior schools have been called upon, therefore, to deal with an older and rather tougher type than before. It is satisfactory to be able to record that, on the whole, the schools have dealt with them successfully, although there have been brought within the ambit of the approved school system some boys and girls who, because of maturity of character, are found to have passed beyond the stage of school influence.

246. As the possibilities of action under the care or protection provisions of the Children and Young Persons Act came to be realised by local authorities and courts, immoral girls aged sixteen were brought before the juvenile courts in increasing numbers. The comparatively small number of girls' reformatory schools that existed before 1933 soon proved insufficient to meet the demands, and numbers of moral welfare voluntary homes with good records of dealing with girls of this type became approved schools. War-time influences, including the presence of foreign troops in this country, led to a still greater increase in the number of girls of fifteen and sixteen falling into immoral ways, and a further rapid increase in the number of senior girls' schools became necessary. A network of schools, some providing treatment for venereal disease, has been established, mainly consisting of small units accommodating between twenty-five and forty girls. There is variety of provision within these schools to meet the needs of particular types of girls. The schools have been successful, on the whole, in dealing with these older girls, although it must be admitted that some girls of nearly seventeen inured to an immoral life have proved to be beyond reach of approved school training.

247. The outstanding developments in the past twelve years have been the expansion of the system, as a result of the operation of the Children and Young Persons Act, 1933, and the war-time rise in delinquency, from about a hundred schools to half as many again, and the introduction of classifying schools, whose purpose is to assess, on as scientific a basis as possible, the character, aptitudes, abilities and needs of each boy or girl by a period of testing and observation, to prepare them for life in the training schools, and to assign them to the schools judged most suitable for them.

248. Before the war, public realisation of the value of juvenile courts was leading to a steady rise in the number of children brought before them. Even at that time, the pressure on accommodation in approved schools had become apparent and steps were being taken to provide more schools. It has been a perennial difficulty that no firm forecast of the number of places likely to be required some years ahead can be made, as it always remains uncertain, first, how many juveniles will be found guilty or found to be in need of care or protection on appearance before the juvenile courts, and, secondly, how

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many of them will be committed to approved schools. Further, there is wide variation in the use made by different courts of the power to commit to approved schools.

249. The establishment of a new approved school is an expensive matter, and costs have gone up steadily. Although in the early days of the expansion programme it was possible to find voluntary homes ready to accept the Secretary of State's certificate of approval, and local authorities with surplus buildings which they were ready to use for approved school purposes, these sources of supply soon dried up. As considerations of economy, and, during and since the war, of the uses of labour and material, prevented new building for approved schools, most of the expansion has been met by the adaptation of existing buildings such as large dwelling houses. The war-time programme of expansion matured shortly after the end of the war. The drop in committals which has occurred in recent times has resulted in surplus places, and ten schools (three for boys and seven for girls) have been closed since the beginning of 1950. The effect of substantially increasing the number of establishments in the past twelve years has been to provide throughout the country a system of schools which, for boys, are well spaced on the whole, with a reasonably wide range within each broad geographical division. But the accommodation available in south-east England near London is not sufficient for the number of boys committed by the courts in that area, and it remains necessary for children from this centre of population to be sent to schools at a distance from their homes. A main reason for this situation, which cannot be remedied in present circumstances, is that the schools which were opened during the war are for the most part in what were then less vulnerable areas. The number of girls sent to approved schools has not been sufficiently high to enable accommodation to be provided on a regional basis.

250. A surprising feature in recent years is the decrease in committal to approved schools of girls in proportion to the numbers dealt with in juvenile courts. It is not possible without knowledge of the individual cases to suggest reasons for this. It has been observed, however, that courts, who are naturally reluctant to commit a girl to an approved school where there is some element of doubt, sometimes commit difficult girls to the care of local authorities as fit persons, and that the local authority place these girls in moral welfare voluntary homes, which, understandably, have not always the facilities to deal with them or to provide them with proper interests, occupation and training. The result is that numbers of girls with a history of immorality which treatment in other institutions has failed to check ultimately find their way to approved schools. The approved school has a much greater chance of successful treatment if it receives a girl at a stage when she has not been hardened by leading an immoral life.

251. It is right that tribute should be paid to the readiness in war time of school staffs to undertake the difficult task of creating new approved schools, in some cases at a stage when nothing was available in the buildings except the bare requisites for living. It has been a source of satisfaction to the boys, as well as to the staffs, that they have succeeded in creating, largely by their own efforts in their training departments, a thoroughly equipped school from an empty building designed for other purposes. Special mention should be made of the achievement of the boys of the Red Bank School, Newton-le-Willows

(formerly called the Liverpool Farm School), under the leadership of the headmaster. This is an intermediate school admitting boys aged thirteen and fourteen. When it was decided some years ago to add a classifying school on the same site, the managers and headmaster undertook to construct the new buildings as a project of the training departments in the building and allied trades. This has been carried through to completion by the boys alone, working under the supervision of their instructors. More than two thousand tons of soil were moved in levelling the site, and the drainage, bricklaying, plastering, wiring, in fact, the whole building of the new premises, to accommodate one hundred boys, were executed without outside assistance. Other schools with building departments have carried through successfully projects such as the building of staff houses or school extensions, but the scale of the Red Bank School project makes it an enterprise worthy of high praise.

AFTER CARE

252. Statutory responsibility for after care rests with the managers of the approved schools. It is an integral part of the system that the personal influences and loyalties created in the course of approved school training should not come to an end with the termination of residence, and that those who have prepared boys and girls to regain their place in society should continue to be responsible for them during the process of readjustment to life in the world outside the school.

253. There is first the time on licence, which is the unexpired period of detention authorised by the approved school order. The period of detention authorised by an order is three years, except that children under the age of twelve years and four months at the date of committal may be detained until on committal can be detained only up to the age of nineteen. Boys and girls are released on licence to their own homes, or to suitable foster-homes or lodgings. Those over school leaving age are placed in employment by the managers. During the period of licence, the managers have the power to direct the boy (or girl) where to live, and to recall him to the school. The period of licence, which commonly lasts not much longer than a year, is followed by a statutory period of supervision which lasts, for those who leave the school before reaching the age of fifteen, until the age of eighteen, or, for those who leave after reaching fifteen for a period of three years, or until the age of twenty-one, whichever is the shorter. During the period of supervision, the manager's duty is to cause the boy or girl to be visited, and to advise, befriend and assist him (if necessary, financially). They cannot control his movements or associations, and have the power of recalling him to the school for only a limited period.

254. Before 1933, the authorised period of detention in a reformatory or industrial school was fixed by statute at five years, and in many schools the children stayed for the greater part of this period. It followed, therefore, that the number of boys and girls under the supervision of the managers on after care was comparatively small, and it was the practice for after care to be carried out mainly by visits from members of the school staff or by arrangement with "local friends" who might be probation officers or other social workers, or any agency selected by the managers.

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255. The reduction of the period of detention in 1933 had the effect of gradually increasing the number of boys and girls on after care, although not to the extent of causing any undue burden on the schools in discharging their responsibilities. In war time, it became necessary to reduce the period of training in approved schools in order to deal with the rapid increase in the number of committals. Despite the absorption of many of the older boys by the services, it was soon beyond the powers of the school staffs to deal effectively with the after care of all the boys on licence or under supervision. In 1942, in order to meet this situation, managers of suitably placed schools were authorised to appoint approved school welfare officers to assist in the supervision of boys living in certain areas, mostly urban in character. Ten appointments were made initially, and the scheme was later extended to other parts of the country. In 1945, fifty-one approved school welfare officers were employed to undertake the after care of boys, and it was then decided by the Secretary of State that this complement should not be exceeded and that reliance should be placed to an increased extent on assistance by agents, selected by the school managers, of the local social services. In 1949, in order to reduce excessive case loads and restrict the amount of time spent in travelling, the area covered by the approved school welfare officers was greatly reduced, and it is now limited for the most part to densely populated districts. No welfare officer service has been established to deal with the after care of girls released from approved schools ; their after care is undertaken by members of the staff of the schools and agents of local social services.

256. Probation officers have for many years given valuable assistance in the work of after care. By rules made under the Criminal Justice Act, 1948, it is now the duty of a probation officer to undertake approved school after care as agents of the school managers on request. Local authorities under the Children Act are also giving welcome assistance, through the agency of the children's officer and staff, particularly with the after care of girls. The Home Office and the approved school managers alike attach importance to the maintenance of arrangements for effective after care. The managers are expected to appoint a local after care agent for every boy or girl released on licence, except where he or she lives so near the school that the staff can conveniently exercise supervision.

257. It is hoped that greatly increased use will be made as time goes on of the provision in section 6(4) of the Children Act enabling a local authority to receive into their care, with the consent of the school managers, a child who is on licence or under supervision from an approved school and who has no home or whose home appears to the managers to be unsatisfactory. This provision was made to facilitate the release on licence of children, and especially younger children, with no homes or unsatisfactory homes whose need was to be placed in suitable foster-homes. The wider use of this power, as a result of co-operation between the school managers and the local authorities, should enable numbers of children to be released on licence sooner than might otherwise be possible.

258. The number of boys and girls who are found guilty of an offence, on appearance before a court, during the three years following their release from an approved school is known, and, on the basis of comparison with the total number of boys and girls leaving approved schools, it is estimated that there is about 66 per cent. success with boys and 80 per cent. with girls.

CLASSIFICATION

259. The Children and Young Persons Act, 1933, gives the Secretary of State power to classify approved schools according to the age and religious persuasion of the pupils, the character of the education and training, their geographical position and otherwise as he thinks best calculated to secure that a person sent to an approved school is sent to a school appropriate to his case, or as may be necessary for the purpose of the Act. Approved schools can be described, but hardly classified, according to their characteristics, and, apart from distinguishing those schools provided exclusively for Roman Catholics, schools have been classified only according to the ages of the pupils. Before the war, the choice of a school was determined sometimes by the knowledge possessed by individual justices, probation officers, or local authority officers about the schools, and sometimes by long standing connections between local authorities and particular schools. The schools generally had to be prepared to receive children of a wide range of intelligence and ability, and their curricula were arranged accordingly. But the diverse needs of a heterogeneous population could not be easily provided for in the individual schools, and a good deal of time was wasted by the failure of some of the children to settle in an unsuitable environment.

260. After the outbreak of war in 1939, far more boys and girls were committed to the approved schools than could be accommodated, and there were long waiting lists. This led courts and local authorities to ask the Home Office about vacancies, and when the waiting list had grown to over seventeen hundred, it became imperative to establish a central clearing house. With the co-operation of the courts and local authorities, a central pool of vacancies was brought into operation at the Home Office in January, 1943. The general principles on which allocation from the pool of vacancies has been based are as follows :—

- (a) to give effect whenever possible to views expressed by the court ;
- (b) to allocate boys and girls in order of date of committal to the school most suited to their needs ;
- (c) as far as possible to allocate to schools within reasonable distance of their homes ; and
- (d) to give special attention through the inspectorate, both medical and lay, to the examination and allocation of cases presenting special difficulty.

261. Although this method of central allocation enabled a beginning to be made with the systematic selection of cases for particular schools, and encouraged the schools to develop features designed to benefit classes of case which they could count on receiving, this machinery remained inevitably an imperfect instrument of selection.

262. In 1943, the first classifying school was opened at Aycliffe, near Darlington, to serve boys' schools in the north-east area. Courts in the north-east were then asked to name Aycliffe Classifying School in approved school orders (except for Roman Catholic boys), and the training schools in the area were asked to reserve their vacancies for transfers from the classifying school. Within the last two years, two other classifying schools for boys have been opened,

one at Red Bank School, Newton-le-Willows (formerly called the Liverpool Farm School) serving the north-west, and one at the Kingswood Training School, Bristol, serving the south-west and south and central Wales. There are two classifying schools for senior girls ; the Shaw, near Warrington, serves the schools in the north of England, and the Magdalen Hospital in London those of the south. It is intended, as soon as circumstances permit, to extend the classifying system to the whole of the country. The Home Office pool of vacancies remains in operation for those children who are not provided for by the classifying school system.

263. The function of the classifying school is, by observation and investigation, to build up a composite picture of the child's history, background, needs and potentialities, with the dual purpose of ensuring that he goes to a training school suited to his needs, and of furnishing those who will be responsible for his care and training with a comprehensive report on him and recommendations as to the most suitable treatment for him. Observation of the child's needs and potentialities involves assessing his intelligence, educational attainment, temperament, character, aptitudes and vocational interests, in addition to noticing any relevant physical factors and behaviour problems. Since there cannot be a school to suit all the characteristics of every child, it is necessary for the classifying school to decide which of the child's attributes are to be treated as the most important, and at the same time to ensure that the training schools receive a variety, but not too wide a variety, of types. To make possible a reliable choice of training school, the knowledge of the child and understanding of his particular problem gained by the classifying school must be complemented by an intimate knowledge of the life and development of the training schools which receive children from the classifying school. It is of first importance, therefore, that arrangements for close co-operation and consultation should exist between the classifying schools and the training schools in their area.

264. In the field of classification a great deal of experimentation has been necessary, particularly in the selection and use of psychometric tests and in testing technique. One of the difficulties has been to obtain sufficiently experienced and skilled staff to deal with this work.

265. It has been until recently the practice to retain each child in the classifying school for a period of from six to eight weeks. All are agreed as to the undesirability of allowing a child, while at the classifying school, to acquire roots which may make it difficult for him to settle down readily when he is transferred to a training school ; the classifying period can be used, however, to encourage a positive attitude in the boy towards his future training. In view of the need to use the classifying schools to the fullest possible extent, it is most important that the period of stay in the classifying school should be as short as possible. Originally, it was about two months, but a shorter period of stay is being tried in some classifying schools, and the aim is to reduce the average period to about one month.

266. The procedure of Aycliffe is as follows. After admission, the usual central office recording of routine particulars, and medical examination, each boy is allocated to one of four houses in charge of a housemaster and house-mother. A preliminary overhaul is carried out by the educational psychologist

in order to indicate the general lines which the testing of the boy should follow. The boy then works through a programme of testing suited to his capacity, but, apart from the tests, lives a normal approved school life. This programme includes attainment tests, verbal and non-verbal tests of intelligence, temperament tests and the assessment of vocational interests, abilities and disabilities. The staff concerned in the testing meet each week to discuss the boys who are under review. Some boys are given confirmatory tests. At this stage the housemasters are able to contribute background information concerning the boy and his history, as the result of observation and conversation during his house life, meeting his parents and sometimes visiting his home district. Further information is obtained by "testing" vocational guidance recommendations in the school workshops under skilled instructors. The remainder of the period in the school is spent in completing the information, preparing a comprehensive report, examination by a psychiatrist if it has been shown to be necessary, and arranging for the boy's allocation. Allocation meetings are held weekly. These meetings are attended by the Principal, or his Deputy, the Warden, all the housemasters, the educational psychologist, the staff responsible for vocational testing, and by such other members of staff as may be able to contribute information.

267. At Aycliffe much detailed information has been accumulated, of which some part has already been studied, but much awaits research. The results of commonly accepted intelligence tests, applied to 900 boys aged eight to seventeen years, went to indicate that 72% of Aycliffe boys have scores below the mean as compared with 50% of the general population on the same tests and norms. Boys with high intelligence (with intelligence quotients above 115) comprise 5% of the intake; boys of average ability (85-114) 54%; and boys below average (below 85) 41% (32% dull and backward, and 9% in the defective or borderline defective class).

268. A study of the results of tests of educational attainments in basic subjects reveals the general backwardness of approved school boys, increasing almost consistently from reading to spelling and reaching its peak in mechanical arithmetic, the average retardation ranging between two and three years, and about 90% of the whole being backward in mechanical arithmetic.

269. Light is shed on the advisability of mixing care or protection cases with those committed for offences, by an investigation comparing the respective behaviour of a group of 162 boys of the first type committed to Aycliffe since it opened, with a group of 162 of the second type selected at random. The results show that there is no significant difference between the two groups, and that a boy committed for an offence is just as likely to be a good or bad influence as a boy committed for other reasons; this evidence supports the conclusions of the Young Offenders Committee, and the practice, resulting from the policy of the Children and Young Persons Act, of sending boys to schools according to their needs and not the reasons for their committal.

270. These are only simple examples of the types of information that the classifying system can obtain. The expansion of the system will provide a growing fund of information, which cannot fail to be of advantage to the approved school service.

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271. It cannot be claimed that the classifying schools are able to make a satisfactory diagnosis in every case. There is still a great deal of research to be carried out in this field. The techniques of classification are undergoing constant refinement in the light of experience, and the wide range of problems that the boys and girls present offers wide opportunity for "operational research" in the treatment of offenders. The staff of the schools are fully alive to this opportunity, and make the fullest use of it that the calls of normal work on their time permit.

SPECIAL DEVELOPMENTS

272. In the expansion of the approved school system, the opportunities afforded by central selection and placing, and by the development of classifying schools, have enabled consideration to be given to providing some specialised establishments.

273. One of the problems facing the approved schools is that of the persistent absconder who fails to settle or respond to training. Approved schools are open institutions ; there are, in general, no physical restraints on movement beyond those which are to be found in any boarding school. To prevent absconding, reliance is placed mainly on supervision by the staff, and the creation of a tone in the school unfavourable to absconding. This does not prevent some absconding, and there are individual boys and girls whom no school is able to hold by normal methods. A remedy provided by Parliament in the Children and Young Persons Act was for the managers to bring before a court a boy or girl (aged sixteen or over) who refused to settle into the life of the school, with a view to his being sent to Borstal training on a charge of absconding. There has been criticism from time to time of this provision as applied to boys and girls who had not been found guilty of any offence but had been committed to an approved school as being in need of care or protection or beyond control. Provision was made in the Criminal Justice Act, 1948, under which the Secretary of State's consent is required (as was already the case in relation to a charge of serious misconduct in an approved school) before managers can bring a charge of absconding.

274. One girls' school, where the nature of the buildings renders absconding difficult, has been set aside as a school for specially difficult girls, and formally re-classified for this purpose. It is not a closed school. Although absconding from the school is not unknown, it has succeeded in training girls who have failed at other schools. The experiment has proved its value, and it is intended to extend it to two other girls' schools, but staffing difficulties have prevented the development of the scheme for the time being.

275. The question whether a closed school should be provided for boys under the age of sixteen who are persistent absconders has been considered. The difficulties associated with this are obvious. A closed school involves a measure of physical coercion, whereas the traditional methods of approved schools consist in winning the boys' co-operation. Any such school would be liable to receive the worst boys from all schools, and would be lacking in the leaders on whose example the success of approved school training greatly depends. The curriculum, moreover, could not be so elastic as to provide for the varying needs of all the boys liable to be sent there. If it should be decided

to put certain boys (under the age of sixteen) under restraint within the approved school system to prevent absconding, the right course would probably be to form a closed block attached to an open school ; the persistent absconder could be sent there at an early stage of his career, with a view to training him to take his place in a suitable training school.

276. It has been suggested that the same method of treatment might be applied to the difficult girls under the age of sixteen who abscond persistently. It is doubtful whether any existing school contains buildings that could be adapted to provide a closed block, and under present conditions there is little immediate prospect of opening new schools for this purpose.

277. A school for the reception of selected girls aged fifteen and over who require long-term psychiatric treatment was opened in 1949, under the management of the National Association for Mental Health. When an assessment can be made of this experiment, consideration will be given to the desirability of opening a similar school for boys.

278. A school for the training of selected boys of high intelligence was opened in 1949 at Kneesworth Hall, Royston, under the management of a committee connected with Cambridge University. This school is still in the experimental stage.

THE STANDON FARM SCHOOL ENQUIRY

279. In February, 1947, there occurred the gravest crime in the history of the approved schools, when a member of the staff of Standon Farm approved school in Staffordshire was shot dead by one of a party of boys who had resolved to abscond and had stolen service rifles from the school armoury and ammunition from the headmaster's house. From the boys' own account, it had been their intention to murder the headmaster, and the appearance on the scene of a junior member of staff led to his becoming the victim instead. The extraordinary circumstances of this murder of a master demanded the fullest enquiry, and in April, 1947, the Secretary of State appointed Mr. John Maude and Dr. John Corlett to investigate and report on the state of discipline prevailing at Standon Farm School, and on all such facts and circumstances connected with the conduct of the school as might throw light on the causes contributing to the crime, including, among other matters, the arrangements for keeping arms and ammunition at the school ; and to make such recommendations as they thought desirable. The Committee of Enquiry reported on 21st May, 1947, and the report was presented to Parliament in June, 1947, (Cmd. 7150). The main conclusions of the Committee were that the crime had been committed as a result of the grievances of the ringleaders, mainly owing to the deferment of their release on licence, the isolated situation of the school and the limited facilities for indoor recreation, the deprivation of privileges, the imposition of collective punishment, and imperfect relations between the headmaster and the boys. Detailed recommendations made by the Committee were brought by the Home Office to the notice of the managers of all approved schools.

280. School managers were reminded that it was their duty to deal personally with the licensing of the boys on the principle that they should be released as soon as they were judged to be fit for placing out. The approved school rules have been revised to ensure that a sufficient number of managers

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should reside within reasonable distance of the school ; that the managers should meet, as far as practicable, once a month at the school ; that they should review the progress of each boy and all the circumstances of the case, including his home surroundings, towards the end of his first year at the school and thereafter as often as might be necessary, and at least quarterly ; and that they should maintain a licensing register in prescribed form, showing the dates and results of their review of each case and the reasons for their decision. It was already the general practice to explain to every boy on his arrival at his school how the licensing system worked and the effect which his own conduct and co-operation would have on the length of his stay ; it was recommended that a letter explaining these matters should be sent to the parent or guardian.

281. A circular was also sent to juvenile court justices recommending that they should explain to the child and his parents the effect of an approved school order, and suggesting that there might with advantage be extension of the practice, already in force in some juvenile courts, of giving both child and parent a simple written statement of the effect of the order. Justices were asked to avoid raising hopes of early release which, if not fulfilled, might create a sense of grievance in the mind of a child and his parents.

282. Other matters raised in the report of the Committee of Enquiry were also dealt with, including the prohibition of compulsory enlistment in a school cadet contingent, of the keeping of ammunition at the school, and of the use of cadet training or drill as a means of enforcing school discipline. It is satisfactory to be able to record that the Committee of Enquiry expressed the belief that conditions such as they found at Standon Farm School were in no way typical of the approved school system. The members visited a number of other schools and were favourably impressed with what they saw.

283. The specific recommendation of the Committee that the school should be closed was acted upon by the Secretary of State, and the boys were dispersed among other approved schools.

284. Of the nine boys involved, four (two aged fifteen and two aged sixteen) were found guilty of murder at Stafford Assizes in March, 1947, and were ordered in accordance with section 53 of the Children and Young Persons Act, 1933, to be detained during His Majesty's pleasure. The other five (three aged fifteen and two aged sixteen) pleaded guilty of conspiracy to murder. Two of these were sentenced to Borstal and another was ordered to be sent to an approved school. In respect of the remaining two, it was ordered that petitions should be presented under the Mental Deficiency Act, and both boys were later transferred to an institution for mental defectives.

THE APPROVED SCHOOL RULES

285. The statutory rules governing the management and discipline of approved schools were made in pursuance of paragraph 1 of Schedule IV of the Children and Young Persons Act, 1933, on 28th July, 1933, and are known as the Approved School Rules, 1933 (S.R. & O. 1933, No. 774). When it was decided, as a result of the Standon Farm Enquiry, to revise the rules relating to the appointment and meetings of managers and licensing, the opportunity was taken to make a comprehensive survey of the requirements of the rules in the light of fourteen years' experience of their working. After consultation with the Association of Managers of Approved Schools and the Association of

Headmasters, Headmistresses and Matrons of Approved Schools, a number of amendments were made by the Approved School Rules, 1949 (S.I. 1949, No. 2052), which came into force on 21st November, 1949 ; but the main features of the 1933 Rules are unchanged. It had been intended to review the rules relating to punishment in 1949, but, in view of the appointment of the Departmental Committee to enquire into the methods of punishment in prisons, Borstals, approved schools and remand homes, it was thought to be desirable to await their recommendations before proceeding to revision.

286. The main features of the 1949 Rules are as follows. Rules 10 (2) and (3) put managers under a duty to pay frequent visits to the school, and specify that at least one manager is to pay an informal visit at least once a month and record his conclusions with regard to the care of the boys and girls, and the state of the school, in a convenient record kept at the school. Rule 14 reproduces the former rule providing that the appointment of a person to be headmaster of a school is subject to the approval of that person by the Secretary of State, and in addition requires that a vacancy for a headmaster should be advertised unless the managers obtain the sanction of the Secretary of State to dispense with advertisement. Rule 30A (3) provides for an increase in home leave from sixteen to twenty-four days in any year ; this is designed to enable children who have suitable homes to which they can go to be allowed home leave for a full week during each period of ordinary school holidays. Rules 31, 31A, 32 and 32A strengthen the power of the headmaster to suspend certain privileges (mainly regarding letters, visits and pocket-money), if he is satisfied that they interfere with the discipline of the school. Rule 43 makes more explicit the duty of the managers to appoint a suitable person to carry out after care in every case. The Rules make provision for the application of the principles of the Education Act, 1944, to approved school training, and for such changes in the duties of the school medical officer and dentist as were appropriate in the light of the changes in the law made by the National Health Service Act, 1946.

EDUCATION INSIDE AND OUTSIDE THE SCHOOLROOM

287. Most boys sent to approved schools have been misfits in ordinary schools, and many are misfits in society. Education as the art of living is the keynote of approved school training. The aim is to enable the boy to become a co-operative member of society as soon as possible.

288. The first thing to be learnt is how to live with his fellows. A sense of order, self-discipline and good habits must be inculcated. The simple routine of any good home provides opportunity for forming good habits and encouraging cleanliness, punctuality and consideration for others. An approved school sets out to provide that simple routine. Outside contacts are encouraged by the schools, and many boys join organisations such as the scouts, cadets and Young Farmers' Clubs, and play games with outside teams. Pocket-money is given, the important thing being that a boy should be allowed to have the experience of spending it and of learning from wise or from unwise spending.

289. Every boy in an approved school is required to be given instruction in the religious persuasion to which he belongs, but it is found that many know nothing of religion when they enter the school. The work of the chaplain, helped by other members of the school staff, is of vital importance.

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290. Physical training, and facilities for sport, are provided in every school. All the boys' schools, and many of the girls', have good playing fields, and many also have gymnasia and swimming baths. Games are taught and played which can be followed when the boys have left. At least three former approved school boys have been regular players in first division league football, and two in county cricket. In boxing, the approved schools have turned out more than their share of champions among schoolboys, cadets and forces.

291. Unlike pupils of an ordinary school, boys enter and leave the approved schools at any time, not necessarily at the beginning and end of a term; consequently, the methods of the approved school have to be more individual than those of the ordinary school. This is the more important because many of the children are mentally backward and educationally retarded.

292. Almost all the boys receive their formal education within the approved school. The organisation of the schoolroom work varies with the type of school—primary junior (ages 8–11 years), secondary junior (10–15 years), intermediate (13–17 years), and senior (15–19 years). Home Office inspectors review the work, and junior and intermediate schools have the advantage of the assistance of H.M. Inspectors of Schools.

293. Primary junior approved schools are at present in the evolutionary stage. Their aim is to provide the variety of activity necessary for young boys. The small numbers in each class are designed to remedy educational retardation as soon as possible. Under existing arrangements, boys of primary age form a small minority in a junior school and the organisation has tended naturally to centre round the majority at the secondary stage.

294. The secondary junior school corresponds to the secondary modern school which has developed under the Education Act, 1944, but it has fewer of the more able boys. For this reason, classes for the most part are smaller than in ordinary schools, the average number of boys being about twenty-five. Approved schools have adopted increasingly a practical approach to the teaching of basic subjects, and the proportion of craft work is generally high. Schools take advantage of the opportunities for practical education afforded by the garden, the workshop, and the maintenance of the building. Boys requiring the more specialised training provided by a technical or a grammar school may be sent out to day schools, or given special attention within the approved school.

295. The intermediate school has a different problem in that generally half the boys are within the limits of school age and half are above. Some schools make a definite dividing line at fifteen years; boys below that age follow a course very similar to that in the secondary junior school, and those above enter vocational training departments but return to the schoolroom for the equivalent of one day a week. An increasing number of schools make no rigid distinction at the age of fifteen, but use their schoolroom and training departments according to the ability, aptitude, interests and maturity of the individual boy: in these schools, boys under fourteen years of age are usually in the schoolroom for a good deal of their time, and after that age spend the greater part of their time in a training department. Where necessary, however, a boy may spend the bulk of his time in the schoolroom although he is well over school-leaving age. The intermediate school offers an interesting field for experiment, and there is a considerable diversity of practice.

296. In senior schools, all the boys are over compulsory school age, but every school has one teacher at least on its staff, and a schoolroom. In the past, the tendency was to place a boy in the schoolroom on admission, either for a fixed period or until he had reached a minimum standard of attainment. It was found that this was usually ineffective and produced or confirmed in the boy a distaste for learning. Provision is made now to ascertain the boy's educational standard on admission ; he then proceeds straight to a vocational training department, but attends for instruction in the schoolroom for one day a week or more. This instruction is closely integrated with the training departments, and special attention is given to backwardness in basic subjects.

297. An important feature of approved school work has always been the use made of practical training. In the past, the motive for this emphasis was to provide an exercise in discipline, and the duller the task the better it was thought to fulfil this function : also, whatever task was undertaken, there had to be a profit for the institution to help to keep down maintenance costs. Now the emphasis is on interest by way of the provision of craft or trade training which will be of service to the boys in the future. Practical training of this kind has an immediate appeal, but it needs to be supplemented by enough theory to secure efficiency. It provides discipline in a form which is not repressive, and gives training and experience in work of a kind, and under conditions, approximating to those which a boy will encounter when he leaves school.

298. Account must be taken in planning this training of its educational value and its relation to industrial needs, although not many boys enter an apprenticeship on leaving school. The Building Apprenticeship and Training Council have recommended the industry to recognise, for purposes of apprenticeship, trade training given at certain approved schools, and it is intended that this should be extended to more schools. By this means, an increasing number of boys should be able to enter the building industry as apprentices.

299. This technical training is an integral part of general training, which is designed to equip the boys to take their place in life. Many boys keep in touch with their schools after the period under supervision is at an end, and some are known to have done well in a wide variety of occupations. All schools know that many of their boys gave good service in the war.

MEDICAL CARE AND HEALTH

300. **Medical arrangements.** The Approved School Rules require the managers of an approved school to appoint a medical officer whose duties include visiting the school at least weekly, examining all children on admission and subsequently once a quarter and before discharge, attending any sick children and advising on general questions of health and hygiene. Usually, he is a local medical practitioner and undertakes all the duties. Treatment is given under the National Health Service. During the war, the required standard of medical supervision and care could not always be maintained, but conditions have now returned largely to normal. Refractions are carried out by an oculist as far as possible. Immunisation against diphtheria is carried out in all schools.

301. Every school has a sick room and the larger schools have two. In most schools, a member of staff with nursing experience is available to attend

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to sick children ; some schools have a state registered nurse. Certain girls' schools have special provision for the treatment of venereal disease.

302. The medical inspectors of the Home Office Children's Department visit the schools periodically to review the medical and general arrangements for the care of the health of the children, to examine groups of children, and to see and discuss special cases.

303. **Dental arrangements.** The Approved School Rules require the managers of an approved school to appoint a dentist, whose duties include examining all children shortly after admission and subsequently at least twice a year, and giving treatment. He is generally a local practitioner, but a few of the local authorities who provide schools employ the services of their own dental staff. In the larger schools, dental treatment is often given on the premises. The war caused a serious reduction in the dental attention possible in many schools but subsequently the position improved considerably. Treatment is now given under the National Health Service where possible, but, owing to the heavy general demand for dental attention, it is often impracticable at present to maintain the required standard of dental care.

304. **Medical records.** An individual medical record is kept, giving full particulars of the health of the child on admission, his medical history during approved school life, and his condition on discharge. Weights and heights are recorded on admission and quarterly. A doctor's day book and a record of minor treatments are also kept.

305. The Approved School Rules require any death, case of serious illness, infectious disease or accident to be notified to the child's parent or guardian and to the Home Office. The schools furnish also to the Home Office details of the quarterly inspections and of sickness and dental treatment during the quarter, and an annual medical report. The Home Office medical inspectors are thereby enabled to keep a close watch on the health and medical and dental care of the children.

306. **Health during the war period.** During the period of frequent air raids, children in approved schools situated in dangerous areas slept in protected accommodation. The crowded conditions had little effect on their health, and no marked increase in diseases spread by droplet infection occurred. No child received serious injury, although several schools were damaged by bombs. The incidence of scabies and pediculosis increased in the early period of the war. The infection was conveyed by new pupils and by those returning from leave or re-admitted or recalled to the schools. In 1941 and 1942, acute infective gingivitis affected several schools, but the condition responded to local applications and strict attention to general hygiene.

307. **Venereal disease.** The incidence of venereal disease has been negligible in the boys' schools. In the girls' schools, the number of cases increased markedly during the war, and additional provision for treatment had to be made ; since then the incidence has fallen considerably.

308. **Maternity cases.** A girl known to be pregnant when before a juvenile court is not usually committed to an approved school. Where a girl is found to be pregnant after committal to an approved school, the managers place her in a maternity home, the girl and her baby being kept together as far as

possible. The managers make every effort to help girls who have become pregnant while absconders, or after being licensed and while under supervision.

309. Mentally retarded children. Unfortunately many mentally retarded children are committed to approved schools, often owing to lack of places in residential special schools where they could receive the special educational treatment they need. Most of them are not suitable for approved school training, and cannot be dealt with satisfactorily during the limited duration of an approved school order.

310. Mentally defective children. Every year a number of children is transferred from the schools to institutions for defectives, or, in a few cases, placed under guardianship, by order of the Secretary of State under the Mental Deficiency Act, 1913. Approved schools are not suitable for the training of mental defectives ; doubt as to certifiability sometimes arises, and in these cases it is usual to retain the child in a school until it is seen how he responds to training. In recent years, an increased number of certified mental defectives has had to be discharged from approved schools, as no vacancies could be secured for them in institutions for defectives.

311. Psychiatric work. The need for, and the place of, psychiatric work within the approved school system have been under survey for some years by the Home Office psychiatrists. It is judged that the needs of many emotionally disturbed children are adequately met by the ordinary life and training in the schools, but that, apart from a small number suffering from severe mental disorder and requiring certification under the Lunacy Acts, a minority of children in the following categories require special methods of treatment :—

(a) Psychotic and pre-psychotic children, suffering from serious mental disturbance, who require special treatment available only in certain mental hospitals. Although few numerically, they cause in the schools difficulties out of all proportion to their numbers, and the number of girls of this type among approved school committals is increasing. Admission to a suitable mental hospital under the Mental Treatment Act is arranged as far as possible, but the shortage of accommodation for juveniles gives rise to difficulty.

(b) Children requiring individual psychotherapeutic treatment under residential conditions. Their difficulties and delinquencies are attributable to neurosis. The number is not as large as is generally thought. A special approved school providing psychiatric treatment for senior girls was opened in 1949, and it is intended to consider the establishment of a similar school for boys (see paragraph 277). Psychotherapeutic treatment undertaken in an ordinary approved school, or by attendance at a local clinic, has been tried, but has not been altogether successful ; visits to a school by an experienced psychiatrist to advise on particular problems have proved more efficacious.

312. The Home Office psychiatrists have taken a special part in the work of the classifying schools, one of whose functions is to filter out the abnormal cases of a psychological nature. Courses of lectures have been given by one of the psychiatrists to members of the staffs of the approved schools. The syllabus included such subjects as the qualities and stages of development of

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mind ; physical development, abnormalities and illness, and their psychological effects ; the influence of environmental factors in the development of character and in creating maladjustments, neurosis and delinquency ; enuresis and masturbation.

313. **Health of staff.** The Home Office has recently recommended the medical examination—including an X-ray examination—of approved school staff on appointment, and an X-ray examination of the staff annually, in order to safeguard the health and welfare of the children.

314. **Dietary and catering.** A review was made in 1944 of the increase of weight and height in a group of boys' schools, with a view to assessing the effect of food rationing. The increase in height showed little difference, compared with the period before rationing, and the average rise in weight was either the same or slightly less than before rationing began. The extension of the "school meals" rations to residential schools, in July, 1944, has been of considerable benefit to the approved schools. Approved schools in which education is provided on the premises are included in the "milk in schools" scheme. In recent years the catering arrangements have been kept under review by a special inspector, and courses of lectures have been held for approved school matrons.

APPROVED SCHOOLS FOR GIRLS

315. When the Children and Young Persons Act, 1933, passed into law, there were only eighteen girls' approved schools (five reformatories for girls over fourteen years of age, and thirteen industrial schools for those below that age). For reasons already mentioned, a gradual increase in the number of girls, including care or protection cases, coming before the juvenile courts led to an increase in the approved school population, and by 1939 there were seventeen senior approved schools (taking girls aged fifteen and sixteen on admission) and fourteen junior schools (taking girls under the age of fifteen). During the war the numbers rose still further, until at the peak there were fifty-six girls' schools, of which thirty-four were for seniors, sixteen for juniors, and six for selected girls aged fourteen and fifteen on admission. Before 1933, most girls in senior approved schools had been found guilty of offences and dishonesty, and, although possibly they resented the action of the court in committing them to a school, they recognised the justice which exacted payment for breaking the law. More recently, girls have found themselves in an approved school for no offence against the law but as a result of failure of parental control and falling into immoral ways. Although there is good reason for committal in the girls' own interests, such girls often reach the schools with a feeling of resentment at what appears to them as an unwarranted interference with their personal liberty. Where the offender against the law has usually some desire to reform, the immoral girl, finding it hard to see where she has been at fault, finds it equally hard to accept a standard which entails giving up so much that she has found attractive. Fifteen or twenty years ago it was usual to find in a school a group of girls of low ability who in court had been described as "weak and easily led" and who would accept discipline without protest, and follow a good lead as easily as in the past they had followed a bad one. In recent years there has been a higher proportion

of both extremes : girls of high intelligence who are bright and attractive and out for a good time which they have no desire to give up, and at the other end of the scale girls of low mentality. Added to these, there is the girl who boasts that she is tough, the rebel whose very toughness commands the admiration of other girls and makes her a leader.

316. The junior schools have not seen any such marked change, but these schools have had their problems. The dividing line between senior and junior girls' schools before 1933 was normally the fourteenth birthday. In 1933, with the inclusion of the sixteen-year-olds in the senior schools, the upper age limit of admission to junior schools was raised by a year. Before the war, this appeared, on the whole, to be a satisfactory arrangement : the older girl became a leader, and helped to care for the younger children, so that the best that was in her was brought out. Generally speaking, too, the older girl was herself little more than a child who, returning to school life, found in it some added attraction by reason of her seniority and the fact that she was learning to work.

317. The effect of war on these children soon became noticeable. Lack of care at home, with fathers and older brothers serving and mothers in employment, the upset of evacuation and the difficulties of fitting into the life of a family not their own, the ease in finding a job so that there was no incentive to keep one, all had their effect, and added to these there was the excitement of the streets and the cover of the blackout. A return to the life of a schoolgirl was difficult for them, and there was a danger, which had seldom before been encountered, of the interest of the more innocent children being aroused by the lurid tales told in bravado by these more precocious young girls.

318. These difficulties were accentuated by the shortage of approved school accommodation. In crowded remand homes, intended for short periods of residence and with inadequate facilities for the segregation of different age groups, girls had to wait for school vacancies ; in the case of the older girls boredom and its effects were a poor preparation for approved school training.

319. The establishment of new schools and the modification of the methods of established schools to deal not only with the older girl approaching seventeen who has been spoken of earlier, but also the sexually precocious younger girl, proved a matter of no small difficulty. With the shortage of trained staff, the task of the headmistresses of such schools was one of the most exacting in the approved school service, and a tribute must be paid to their efforts and to the high degree of success which followed.

320. The system of central allocation and classification, introduced in 1943, contributed to the successful handling of many of the girls. The fortuitous selection of schools in the early part of the war led to a depressing series of failures of girls to settle in a school and respond to the training, and repeated transfers to other schools served to emphasise the need for careful adjustment of these small communities to the needs of particular types of girl. Two senior schools, one in the south and one in the north, were in 1944 set aside as classifying schools for senior girls. These schools have fully justified their existence, and have proved of great value to the approved schools as a whole. The following figures show the results in the case of the first four hundred girls (two hundred from each school) passed through the classifying schools :—

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A. *During period of classification*

Discharged by the Secretary of State as unsuitable for various reasons for approved school training	7
Certified as mentally defective	...	...	...	...	2
Committed to Borstal...	...	...	...	...	7
Licensed home	...	...	...	...	1
Unrecovered absconders	...	...	...	...	2

B. *Transferred to schools for training*

Returned to classifying schools for further observation	...	...	...	...	4
Transferred to a second school	...	...	...	...	31
Committed to Borstal...	...	...	...	...	20
Recommitted to an approved school	...	...	...	...	1
Absconders at date of assessment	...	...	...	...	11
Completed training in schools selected	...	...	...	...	314

321. The newer schools for girls are converted mansions which, although not always as convenient as they might be, have a graciousness often lacking in the more institutional type of building. There are town schools, suburban schools and country schools, all with their peculiar advantages ; and in selecting the right place for a girl it is remembered that, while to some life in the country appeals, to others, as a girl complained recently, it is " trees, trees, trees, nothing but trees ".

322. It has long been the practice in junior girls' schools for the children to attend ordinary outside schools, and only in a few of these schools is full time education given within the approved school. Within the approved school, attention is, therefore, focused on home life and leisure activities with, for those above compulsory school age, continuation classes and some training to fit the girls for employment when they leave. This training tends to consist in showing the girls, through domestic duties, how to run a house, rather than in instructing them in a particular vocation, although girls showing special aptitude can attend technical classes or commercial schools.

323. Similarly, in the schools for the middle group there are girls who are still of school age and girls above that age. For these more mature girls a school-room within the approved school is provided. Local schools are not anxious to admit new girls who are near school leaving age and whose experiences often suggest that they may be unacceptable pupils. As in the junior schools, vocational training is a matter of teaching the art of working rather than giving trade instruction, but some schools specialise in dressmaking and tailoring or cooking, and some in horticulture and the keeping of livestock.

324. There is wide variation in the mental and practical ability of the girls who are committed to approved schools, and domestic work as a means of livelihood has lost its appeal. When domestic training is given, it must provide basic training and induce a growing sense of competence in cookery, housewifery, laundry and needlework. This is likely to appeal to most girls, and a few are attracted to more intensive work, particularly in cookery.

325. Over and above this fundamental training, an attempt is made to meet individual needs. During the war, sufficient intelligent girls of academic or artistic tastes were received to justify the establishment of a small school in

which they could work for school certificate, qualify as shorthand typists or clerical workers, or study music, dramatics or art. In the last two years, however, few girls of this ability have been committed, and the closing of the school has become inevitable. There are other schools with a hostel attached in which, after a short training in the main school, the girls live and from which they go out to work. A few schools, to which mainly the dull and backward are admitted, provide laundry work.

326. To many girls who leave approved schools, factory work or institutional domestic work holds the greatest attraction. Many of the girls marry early, and their aim in the meantime is to earn enough to contribute to the expenses of the home, to dress well, and to have their evenings free. There is no scope for specific training for such work, but if the approved schools succeed in training the girls in a sound way of life, they have not failed in their object.

FARMING AND GARDENING IN APPROVED SCHOOLS

327. Farming and gardening play an important part in the training provided by approved schools, as well as making a substantial contribution to their economy. Thirteen schools for senior boys, eight for intermediate boys and two for junior boys have their own farms, which vary in size from twenty to five hundred acres. Many other schools, both boys' and girls', have large gardens which offer facilities for training in vegetable, fruit and flower production and ornamental work, and some of these schools give instruction also in the keeping of livestock. At one school, with a large acreage of woodland, training in forestry work has been given.

328. During the war, the farm and garden schools made a substantial contribution to the national effort, by increasing production from their own estates and by providing semi-skilled assistance to neighbouring farmers. In all, 830 additional acres were brought into cultivation, and a contribution of more than 1,000,000 hours was made in farming, 70,000 hours in forestry, and 44,000 hours in harvest camps.

329. In the provision of education in the approved schools, the emphasis has been increasingly on a practical approach, on creative activity rather than academic study, and school farms and gardens have been of great value in this development. The teaching staff in the junior and intermediate schools can do much to provide a scheme of education based on the opportunities which many country schools present, and, in schools which have been fortunate in attracting teachers with the necessary enthusiasm and qualifications, valuable educational work of this kind is being done through nature study, school gardening and farming, and the keeping of livestock.

330. In intermediate schools, rural education progresses in its final stages to vocational training. Vocational training in agriculture and horticulture, in both intermediate and senior schools, is given by trained staffs. In farm training, the aim is to give the boys a good general grounding in farming processes, including cultivation, cropping and the care of livestock. The farms, which are well equipped, have a strong dairy bias; the dairy herds are being improved, and most of the farm schools have developed pedigree herds, and hold licences for the sale of T.T. milk. Boys undergoing farm

APPROVED SCHOOLS

training are tried out, as far as practicable, in the various skills which make up the equipment of the young farm worker. While sound practice forms the basis of agricultural training, provision is made also for theoretical instruction. A formal course of such instruction may often be replaced by participation in the activities of a Young Farmers' Club, through which the school can obtain the assistance of local experts to talk to the boys, and can arrange for them to visit other farms and places of agricultural interest, and to enter into competitions with other clubs. This has the merit of combining vocational and social education with recreation.

331. The quality of the vocational training given in agriculture necessarily depends largely on the ability of the bailiff and his staff. Most of the bailiffs in approved schools are competent farmers, and in recent years it has been possible with improved conditions to secure men with technical qualifications in agriculture. Assistant bailiffs have been appointed on the larger farms, and these posts have usually been filled by young and well trained agriculturists who have been attracted by the interest and wide scope of approved school work.

332. Not the least value of agricultural and horticultural activities is in the training of the dull and backward, the lazy or the especially difficult boy. The dull and backward profit most by the practical approach to training. With the inherently lazy boy, particularly the senior boy who has never settled to any employment, the first essential is to teach him to work ; and in agriculture and horticulture the results of work are easily seen. With some difficult boys the care of animals develops for the first time a sense of responsibility which can help them to overcome their anti-social feelings and live more easily in the community.

333. Most of the children sent to approved schools come from the towns. The farm and garden schools provide many of them with a new experience, a variety of interests, and a realisation that they are producing something of real value. The value of such training is not lost, even for those who do not make agriculture or horticulture their career, or gardening their hobby, when they leave the approved school.

NAUTICAL TRAINING

334. Life at sea has a strong appeal for many boys, and some of them achieve their ambition through the medium of one or other of the nautical approved schools, of which there are three old established and one newly formed.

335. The three old established schools are the Heswall Nautical School, Heswall, Cheshire, for senior boys ; and the National Nautical School, Portishead, Somerset, and the Wellesley Nautical School, Blyth, Northumberland, for boys of the intermediate age group. The Wellesley school accepts Roman Catholic boys, as well as boys of other denominations. St. Swithin's School, Yarmouth, Isle of Wight, was established in 1943, for senior Roman Catholic boys.

336. The attitude towards boys selected for nautical training has rightly changed. At one time many people regarded it as an appropriate way of dealing with a boy who needed " stern discipline " without regard to the interest or aptitude of the boy ; but it has for long been recognised that those who want to

follow a sea career must attain a high standard. The test applied in recent years to boys committed to approved schools has been whether a boy wanted to become a seaman and, if so, whether he had the character, aptitude and physical qualities required in those who might not only be called upon to undertake tasks requiring exceptional fitness, but who could be trusted by their comrades in the community life of a ship. Instead of being the ultimate resort for the "hard case", admission to the nautical schools has become selective.

337. The number of boys leaving the nautical approved schools who can go to sea in the Merchant Navy is limited by a quota imposed by the Shipping Federation Pool. An overall quota of 122 a year has been apportioned among the three older schools, and it has not been possible to persuade the Federation to increase the overall quota, or to allocate a separate quota, to cover discharges from St. Swithin's School. When it is desired to get a boy from St. Swithin's to sea in the Merchant Navy, each of the other schools, in turn, is asked to surrender a vacancy. Until 1948, each of the three older schools was limited to six vacancies a year in the Royal Navy or Royal Marines. This limit has been removed, and now as many suitable boys as the schools, including St. Swithin's, are able to bring up to the required standard can apply for entry.

338. Although these schools are intended primarily for the pre-sea training of boys who intend making the sea their vocation, the difficulty of getting boys to sea, coupled with the fairly high proportion who change their minds while at the schools, has made it necessary to provide alternative forms of vocational training. The main alternative courses provided at each of the schools are : Heswall—painting, decorating, handyman and boot repairing ; Wellesley—tailoring and woodwork ; Portishead—carpentry ; St. Swithin's—engineering, carpentry and horticulture.

339. The nautical schools make a strong appeal to many boys, and there are instances of boys who have been persistent absconders from other schools who have settled down at a nautical school, whether or not they intended making a life at sea their vocation. The appeal of the nautical school is probably a combination of an inherent love of the sea and ships, the wearing of uniform and the consequent faint service atmosphere, and a somewhat tighter organisation and discipline than are met with in most approved schools.

340. The standard of nautical instruction is good, and every boy sent to sea, whether to the Royal Navy or Merchant Navy, is a proficient able seaman when he leaves the school. The three older schools are inspected annually by Officers commanding the Royal Navy training establishments, on behalf of the Admiralty, and their reports have been consistently favourable. The managers of the three older schools have from the outset included shipowners or representatives of shipping firms, and it is due in large measure to their continued interest that the work of these schools has for so long been successful.

STAFFING : THE REYNOLDS REPORT

341. As stated in paragraph 241, a Committee under the Chairmanship of Lord Munster, then Parliamentary Under Secretary of State at the Home Office, and, later, of Mr. B. J. Reynolds, was appointed in 1945, to enquire into the remuneration and conditions of service of the staffs of approved schools

and remand homes. The Committee reported in April, 1946, and their Report was published by H.M. Stationery Office.

342. The last comprehensive review of salaries and conditions of service had taken place in 1935, and many anomalies and complaints had arisen under the strain of war-time conditions. The Reynolds Report provided a reasoned salary structure for the approved school and remand home services, which on the whole was accepted as reflecting at the time the proper levels of remuneration for the varying responsibilities involved. That its application has led to some disappointment is due in part to its appearance as a long-term solution at a time when a further increase in the cost of living had only begun to have its effect. It suffered also from the assumption generally made regarding the social services at that time that man-power and materials would be available to increase staff and to make necessary improvements in buildings. One obstacle to the appointment of more staff at some schools has been the shortage of houses.

343. It has since been found that the changing level of remuneration in other occupations has necessitated piecemeal adjustments in the salaries of some grades. These changes have disturbed the salary structure, and given rise to expressions of renewed dissatisfaction. It has come to be recognised that Whitley machinery is a more satisfactory instrument of negotiation than the arrangements for long-term settlement at long intervals of time, and it is hoped soon to make suitable arrangements for formal negotiating machinery.

344. The Reynolds Report laid down a number of important principles. It related the salaries of qualified teachers and instructors as well as of headmasters and headmistresses to Burnham scales, although the formula selected could not be applied to heads of schools under the Burnham Award of 1948. The Committee considered further that the staff of approved schools should have a status based on recognised qualifications. In practice, there has been difficulty in applying this, owing to shortage of persons holding recognised qualifications for some types of work, and to the absence of any recognised qualifications in some instances. Another important change has been the endeavour to relieve the teaching and instructional staff of the burden of routine supervision duties outside their normal working day. Many approved schools are in isolated positions, and it is of importance that the staff should have adequate opportunities to get away from the school and take part in outside activities and recreation. In lieu of the previous arrangements whereby members of the staff undertook supervision duties in return for free emoluments, the Committee recommended, as regards staff other than heads, that members of the staff should not be employed for more than fifteen hours a week on what were called "extraneous duties", and that these extra periods of duty should be remunerated in cash, while the staff should pay for accommodation and food provided by the school. The holidays allowed to the staff were extended to eight weeks in the year. It was contemplated that the hours of supervision which could not be covered by the staff under the revised arrangements would fall to the lot of a new type of staff known as housemasters, whose primary duties would be to organise leisure activities and concentrate on getting to know a group of boys as individuals. The application of these principles has not been without difficulty, but the work of the teaching and instructional staff has become less of a tie than it used to be, and there is no doubt that the added free time makes for freshness and efficiency.

345. Another important recommendation was that a deputy headmaster or headmistress should be appointed at every school, with the object of relieving the incessant responsibility of the head of the school. The complaint that a headmaster or headmistress was on call for twenty-four hours a day had only too much foundation in fact, and it was considered essential that one of the teachers, instructors or housemasters should be appointed as deputy with the definite duty of relieving the head at certain times ; in some large schools the duties of deputy head may be full time.

346. One of the main recommendations of the Report was that related to the appointment of housemasters and housemistresses, referred to above, whose primary duty should be the supervision and organisation of leisure activities and the acquisition of a personal knowledge of the boy or girl based on intimate acquaintance with his personality, history and background. The general intention of the Report was to introduce into approved schools the social worker type of staff. It was recommended that appointments should be limited to persons holding a recognised qualification. In practice, it has been difficult to find persons holding a qualification which could be recognised for this purpose, for example, a social science diploma. This difficulty has been met in part by the introduction of an arrangement under which managers are authorised to appoint persons without recognised qualifications who have been accepted as suitable by an interviewing committee consisting of representatives of the Home Office and the approved schools. Although not all the boys' schools were attracted at the outset by the idea of employing housemasters, most schools have now made appointments. The housemasters are proving their value in supplementing the work of the teaching and instructional staff without impairing other established relationships.

347. In the girls' schools, the recruitment of suitable housemistresses has presented even greater difficulties. In the junior schools, it has been possible to find some suitable candidates with the right experience and personality and sometimes an academic qualification that could be recognised. In the senior girls' schools, however, the position is entirely different, as the need here is for trained women with wide experience who can understand and influence in the right way older girls whose behaviour problems are mainly emotional and who in many cases are experienced sexually. The field of selection here has been, and remains, disturbingly small.

348. An attempt has been made, with some success, to find trained candidates both for housemaster and housemistress posts from among those who had taken the Home Office training course for housemothers and housefathers in the child care service (see paragraph 144). In addition, a special training course for persons to be employed as housemasters or housemistresses was completed in the autumn of 1950.

CHAPTER VI

REMAND HOMES

ACCOMMODATION

349. The Children Act, 1908, enabled police authorities to provide "places of detention" for juveniles remanded in custody. Under the Children and Young Persons Act, 1933, county and county borough councils were required to provide remand homes for their areas, but could make use of existing places of detention where suitable. During the period up to 1939, progress in the provision of remand homes was slow. When the numbers of boys or girls requiring remand home accommodation in the areas of particular local authorities were insufficient to justify suitable premises and staffing, arrangements were sometimes made by two or more local authorities for the joint provision or use of a remand home. The possibility of combined arrangements of this kind is limited by the need generally to keep boys and girls within reasonable distance of the court and of their homes, so that they can be visited conveniently by parents and by local authority or probation officers.

350. With the increase of juvenile delinquency during the war, local authorities, assisted by Home Office inspectors, had to find, adapt, equip and staff many more premises for use as remand homes. At first, the urgent need was for residential accommodation for boys: later, there was a large increase in the number of girls coming before the courts as delinquent, in need of care or protection, or beyond control. At the same time, the need for more remand homes had to be balanced with the need for more approved schools.

351. In spite of the handicaps imposed by the circumstances of war, forty-eight remand homes for boys and twenty for girls were opened by local authorities between 1939 and 1947, most of them during the war years. In addition, voluntary homes were used in some areas for the accommodation of girls remanded in custody. As a result of the opening by local authorities of these new remand homes with improved standards of accommodation and staffing, it was possible by the end of the war to cease using many of the voluntary homes which had served for emergency purposes. It is noteworthy that whereas, before the war, a typical remand home took from twelve to fifteen boys, it is more usual now for a home to provide for twenty to thirty boys. There are also several large remand homes accommodating seventy or more boys. On the other hand, in a few rural areas, remote from any remand home, improvised arrangements still serve for the odd occasion when a boy or girl is remanded in custody.

USE OF REMAND HOMES FOR ADDITIONAL PURPOSES

352. During the war, the pressure on the available remand homes was increased by their unavoidable use for purposes, or for periods, for which they were not intended. Boys and girls were detained in remand homes for an unduly long time while awaiting admission to approved schools, and the staffs of remand homes found themselves providing also for the needs of children and young persons who had been committed by the courts to the care of a local authority as a fit person and were waiting to be boarded out with foster-parents.

Many of these children exhibited behaviour difficulties, or were backward, or disturbed emotionally. It was difficult to find suitable foster-homes in war-time, and some of the children committed to the care of a local authority had to be taught decent habits, or to be treated for skin infections or infestations, before they could be placed in a foster-home.

353. The local authorities and the staffs of the remand homes handled with understanding the difficult task of providing in single establishments for groups of children of great diversity. At a time when war production and war operations had first claim on the available manpower, it was only to be expected that defects would occur in the remand home service, which had been expanded rapidly and lacked qualified and experienced staff. There was public criticism of unsatisfactory conditions on some occasions, but the experience of the Home Office inspectors was that, on the whole, the children were cared for with understanding, patience and a skill which increased as experience grew. The pressure was relieved when the war ended, and, later, as a result of the provision in the Children Act, 1948, precluding the accommodation in remand homes of children in the care of local authorities, unless with the consent of the Secretary of State, which is given only in exceptional cases.

ROUTINE IN REMAND HOMES

354. The Remand Home Rules made in 1933 (S.R. & O. 1933, No. 987), were revised in 1939. The new Rules (S.R. & O. 1939, No. 12), included minor modifications suggested by experience and by comparison with the Approved School Rules. Within the framework of minimum requirements laid down in the Rules, local authorities are left free to conduct remand homes on their own lines, subject to the general guidance of the Home Office. In an institution of this kind, much necessarily depends on the influence and outlook of the staff, and even in the larger remand homes it has been found possible to impart a homely feeling to the life of groups of children brought together for a few weeks, and to convince the children of a genuine concern for their welfare.

EDUCATION IN REMAND HOMES

355. During the war, owing to the long periods of waiting before admission to approved schools, it became necessary to give more schoolroom instruction to children of school age in remand homes, and also to those older boys and girls who were educationally backward. The percentage of children receiving schoolroom instruction has varied from time to time, but during the last ten years averaged roughly 75%.

356. The task of providing education in the remand homes was undertaken with vigour by the local authorities, in spite of staffing difficulties, and solutions have been found in different ways to suit local circumstances. Qualified teachers have been appointed in some areas as superintendents of remand homes ; in others, teachers are included in the staff. Where there is a qualified teacher on the staff, education is usually given on the premises. In a few remand homes, children attend the local school, but this arrangement is not altogether satisfactory, as most of the children remain only for short periods. In some of the smaller remand homes with no qualified teacher on the staff, instruction

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is given either by a visiting teacher or by the remand home staff who, although not qualified teachers, continue the education of the children.

357. A few of the larger and better staffed remand homes have developed their own methods of instruction, based on modern theory and practice in the education of the backward child, and have achieved good results in helping to foster in the persistent school truant, or the adventurous young delinquent, a legitimate pride in his own capabilities, however limited these may be. Many cases have been observed by Home Office inspectors of children whose rehabilitation has been begun, or whose self-confidence has been restored, by the attention which they have received individually or as members of a small group.

MEDICAL CARE IN REMAND HOMES

358. The Remand Home Rules require that a medical officer should be appointed for every remand home; his duties include regular visits to the remand home, attending any sick children and advising on general questions of health and hygiene. Usually he is a local medical practitioner and undertakes all the duties, but a few local authorities use the services of their medical staff for any examinations that are outside the scope of the National Health Service.

359. Every child must be medically examined on admission to the remand home, and immediately before discharge if he is awaiting transfer to an approved school, and at any other time considered necessary. Arrangements are made for the ascertainment of venereal disease where this is suspected.

360. The Remand Home Rules require any death, case of serious illness, infectious disease or accident to be notified to the child's parent and to the Home Office. A sick room is provided in most of the remand homes.

361. During the war there was a considerable increase in the incidence of scabies and pediculosis amongst children admitted, and in the incidence of venereal disease in the case of girls. Since then the incidence of these conditions has fallen considerably.

362. The Medical Inspectors of the Home Office Children's Department visit the remand homes periodically to review the medical and general arrangements for the care of the health of the children.

OCCUPATIONAL INTERESTS AND RECREATION

363. Subject to the primary duty of safe custody, most remand homes have developed a daily routine and organisation which afford the children training in habits of cleanliness, and in the give-and-take of living in a small community. To foster a regime of this kind it is necessary to provide interesting and satisfactory occupation and recreation. A greater volume and variety of craft work have been introduced. Men and women skilled in arts and crafts have been recruited to the staffs of some remand homes. From small beginnings, most remand homes have embodied in their routine not only daily occupation for the young persons over school age but also spare-time evening hobby classes for children of all ages. Remand homes of the older type frequently lacked playing space for outdoor exercise and recreation. Efforts were made to secure, for the newer homes, premises with land sufficient to ensure some

degree of privacy, ground for cultivation to provide useful occupation for the older boys and girls, and space for physical training and games. In some large remand homes, inter-house competitions take place in games as well as in work : in others, there are regular competitions with visiting teams from outside.

SEPARATION OF THE SEXES AND BY AGES

364. It was thought at one time that there might be advantage in housing boys and girls in the same remand home, but experience has shown that there are many disadvantages in this practice. The boys and girls who come before the courts present such widely different problems, and the strain upon the staff of a mixed remand home is so heavy, that it is generally impracticable to deal with both sexes in a satisfactory manner under the same roof. There are at the present time only one or two homes for both boys and girls.

365. In addition to the separation of the sexes, the question arose whether, and to what extent, older boys and girls should be separated from the younger children. In the typical small remand home for boys provided before the war, it was seldom possible to arrange for the physical segregation of the older and younger boys, although the staff were usually able to arrange for separate activities for the small numbers involved, and for evening recreation in a family atmosphere. While there was much to be said for this practice where numbers were small, the aim has been latterly to provide separately for the junior and senior boys. In some areas, local authorities provided separate establishments for the two age groups ; in others, the home was enlarged to permit separation within the building. In the larger homes now in use, separation during the operation of the daily time-table does not present much difficulty, the boys of school age being occupied in the schoolroom and those over school age in craft and garden work. Separation of the various age groups in the dormitories is, of course, facilitated where there is a series of small dormitories, rather than one or two large ones.

366. In providing remand homes for girls, most local authorities have not found it practicable to have separate homes for different age groups. The London County Council, however, have recently opened Cumberlow Lodge, formerly an approved school, as a remand home for senior girls.

REPORTS FOR THE ASSISTANCE OF THE COURTS

367. In recent years, with increased understanding of the contribution that psychology and psychiatry can make, there has been a growing tendency on the part of the courts to remand children in custody for examination and report by a psychologist or psychiatrist before deciding on the most appropriate treatment. Such reports are provided in various ways according to local circumstances. Often, the Medical Officer of Health arranges for the examination to be carried out by the staff of a child guidance clinic. One local authority with a large remand home has appointed a full-time psychologist to the staff. In other areas, a consultant psychiatrist visits the remand home when required. The Criminal Justice Act, 1948, empowers local authorities to provide facilities in their remand homes for the observation of any person on whose physical and mental condition a report may be desirable for the information of the court. Besides these special reports, it is customary for the superintendents of remand

homes to provide factual reports for the courts on the behaviour and character of children while in the home ; some who are qualified to do so also carry out intelligence and attainment tests.

368. This side of the work of the remand home has assumed increased importance, and it may be expected that the courts will continue to develop the practice of remanding children in custody to obtain as complete a picture as possible of a child before deciding on the most suitable method of treatment.

COMMITTEE OF INQUIRY

369. There was published in May, 1945, the Report (Cmd. 6594) of a Committee of Inquiry, consisting of Sir Russell Vick and Miss (now Dame) Myra Curtis, which was appointed by the Secretary of State to inquire into a complaint that a young girl detained in a remand home in London had been allowed to associate there with older girls of bad moral character. The Committee concluded that the girl had been properly cared for in the remand home, although she had not been separated from the older girls because it was not the policy of the London County Council to separate the age groups ; and recommended, among other things, that certain categories of children should be accommodated separately. At the same time, the Committee pointed out that all authorities were feeling their way in this matter, and that the influence of a wise superintendent, assisted by skilled staff, was of greater importance than any formally prescribed line of demarcation. The Committee stressed the importance of employing well qualified personnel with a sense of vocation, and recommended that the remuneration, recruitment and training of remand home staffs should be reviewed.

370. The Report of the Reynolds Committee, which reviewed the remuneration and conditions of service of staffs of approved schools and remand homes, is referred to in paragraphs 341 to 348. The Report included the first comprehensive review of conditions of service in remand homes, and was, therefore, of particular interest to all concerned with these institutions. When informing local authorities that he accepted the Report of the Reynolds Committee, the Secretary of State referred to the desirability of providing separate accommodation for different groups of children, and stressed the advantages to be derived from co-operation among local authorities for this purpose. All authorities were asked to review the situation in their area and to consult the juvenile court justices about the extent and nature of the accommodation required, and about the types of boys and girls whom they would wish to see accommodated in separate establishments. The progress made in this direction over the country as a whole has been discussed above.

RECENT LEGISLATION

371. Both the Children Act, 1948, and the Criminal Justice Act, 1948, affected in some degree the work of remand homes. One important consequence of the Children Act was to transfer responsibility for the administration of remand homes from the education committees of the local authorities to the children's committees appointed under the Act. As already mentioned, the Act precludes local authorities, except with the consent of the Secretary of State, from placing children in their care in remand homes. The exclusion of these children has

resulted in more places being available for the proper work of remand homes. Another effect of the Act was to include in the definition of "place of safety" children's homes provided by a local authority under the Act.

372. The Criminal Justice Act, 1948, requires the approval of the Secretary of State of the person to be in charge of a remand home. A provision relating to the approval of premises has not yet been put into operation. The Act also authorises expenditure on providing facilities for obtaining medical reports for the courts, and on contributions to voluntary bodies for the purpose of providing or improving remand homes.

373. Remand centres are to be provided, under powers given by the Criminal Justice Act, for the detention of persons who have reached the age of seventeen but not the age of twenty-one and who are remanded in custody by a court. A person aged fourteen and under seventeen will continue ordinarily to be committed to a remand home, but may be sent to a remand centre if the court is satisfied that the necessary facilities for observation are not available in the remand home to which he would otherwise be committed, or if the court certifies that he is too unruly or depraved to be detained in a remand home. No remand centres have yet been established. When available, they will have facilities for studying the mental condition of persons detained there, and for supplying the courts with psychological and psychiatric reports.

GENERAL

374. The provision of training courses for the staffs of remand homes, as well as for those of approved schools, is being considered by the Central Training Council in Child Care. It is intended to start with refresher courses of a few weeks' duration.

375. Absconding from remand homes has been on a small scale in recent years, although they are run on an open system. Experience has shown that a reasonable degree of freedom can be allowed to boys and girls in remand homes, and in some it has been found possible to dispense with the locking of the exterior doors or the controlling of the windows. It is noteworthy that in the remand homes where there is only a small degree of restriction of movement, but a good degree of supervision, the amount of absconding which has occurred is small.

376. It is recognised generally that information based on the careful observation of a boy's or girl's behaviour and character while in the remand home is often of great assistance to the juvenile court in deciding on the right method of treatment, and courts are to an increasing extent remanding in custody for the purpose of obtaining a psychological or psychiatric report. The tasks of the lay staffs of the remand homes and of the medical consultants are complementary; the contribution of the remand home lies in the day-to-day observation of those traits of character, behaviour and personality revealed by a young offender's attitude to his fellows, to his work, and to the various new interests which the life of the home offers. It lies, too, in providing, in an atmosphere of ordered routine and discipline, suitable and satisfying activities in the hope that a boy or girl may begin to discover in himself or herself some latent capacity or enthusiasm which will help in the process of rehabilitation or the restoration of self-confidence.

CHAPTER VII

ADOPTION OF CHILDREN

377. The following table shows the use made in England and Wales of the new principle of legal adoption introduced into English law by the Adoption of Children Act, 1926.

Year	Entries in the Adopted Children Register	Numbers of Adoption Orders made in		
		The High Court	The County Court	Juvenile Courts
1927	2,967	133	184	2,626
1928	3,303	124	236	2,918
1929	3,307	72	224	2,998
1930	4,517	74	317	4,120
1931	4,127	68	274	3,777
1932	4,467	38	264	4,163
1933	4,528	61	262	4,201
1934	4,758	45	290	4,421
1935	4,852	64	342	4,438
1936	5,185	62	372	4,746
1937	5,553	78	413	5,056
1938	6,198	85	446	5,662
1939	6,832	65	635	6,126
1940	7,776	59	645	7,071
1941	7,434	44	709	6,676
1942	10,417	55	1,153	9,201
1943	11,565	57	1,504	9,987
1944	13,046	58	1,928	11,041
1945	16,357	90	2,662	13,645
1946	21,280	174	3,815	17,291
1947	18,269	197	3,663	14,409
1948	18,550	172	3,960	14,408
1949	17,331	199	4,337	12,781

(Note: The numbers of entries in the Adopted Children Register slightly exceed the total numbers of adoption orders made ; the reason is that a few orders apply to more than one child.)

378. The activities of various bodies engaged in arranging for the adoption of children led to the appointment in January, 1936, of a departmental committee to enquire into their methods and to report whether any, and if so what, measures should be taken in the public interest to supervise or control their activities. This Committee reported (Cmd. 5499) in June, 1937, and their recommendations formed the basis of the Adoption of Children (Regulation) Act, 1939. This Act provided that any body of persons (other than a local authority) making arrangements for the adoption of a child should be registered with a local authority, which was empowered to refuse or to cancel registration on specified grounds ; enabled the Secretary of State to make regulations to regulate the procedure of adoption societies ; provided for the supervision by welfare authorities of children placed for adoption through third parties ; and imposed restrictions on sending children abroad for adoption. The Act also contained some minor amendments of the 1926 Act. Owing to the outbreak of war, the provisions relating to the regulation of adoption societies were postponed and did not come into force until 1st June, 1943. Since that date, local authorities

have informed the Home Office of the registration of 58 adoption societies and of the cancellation of the registration of three of these.

379. In 1949 substantial amendments of the law, based on experience gained in twenty-two years' operation of the 1926 Act, were made by the Adoption of Children Act, 1949, which, like the Acts of 1926 and 1939, was introduced by a private member. The principal changes were :—

- (a) the requirement in every case of a probationary period of three months before an adoption order may be made (the 1939 Act had required this only where the child had been placed by an adoption society) ;
- (b) provisions to secure that adopted persons are treated in England as children of the adopters for the purpose of succession to property and are otherwise integrated so far as possible with the adoptive family ;
- (c) the abolition of the restriction that an adoption order could be made only in respect of a child of British nationality (with a consequential provision that, on adoption by a citizen of the United Kingdom and Colonies, a child acquires, if he does not already possess, the citizenship of his adopter) ;
- (d) revised provisions with regard to consents to adoption and dispensing with such consents, and in particular a requirement that a document signifying the consent of the mother of the child must be signed before a justice of the peace and not until the child is six weeks old ;
- (e) arrangements to prevent disclosure of the identity of adopters to the natural family of the child ; and
- (f) a series of new provisions amending the form of adoption orders and the entries in the Adopted Children Register maintained by the Registrar General—including one for the determination, in case of uncertainty, of the probable date of the child's birth—in order to facilitate the issue to adopted persons of birth certificates more nearly resembling the ordinary form of such certificates.

380. These changes in the law, and the new outlook on adoption which they reflect, involved substantial alterations in procedure. The statutory rules hitherto in force were accordingly replaced by new rules, and the opportunity was taken to make the procedure in the High Court, the county court and magistrates' courts as nearly as may be uniform.

381. Sufficient time has not yet elapsed to judge accurately the effects of the 1949 Act, and some amendments on points of detail may be found later to be desirable. In the meantime the 1926 Act, the corresponding Scottish Act of 1930, and the 1939 and the 1949 Acts (both of which extended to Scotland) have been consolidated in the Adoption Act, 1950. The convenience of having in one statute all the law relating to the adoption of children in England or in Scotland is obvious. In addition, an opportunity was afforded of taking advantage of the procedure authorised by the Consolidation of Enactments (Procedure) Act, 1949, which enables the introduction of "minor improvements" in a consolidation Bill, and accordingly it is now specifically provided that an adoption order made in England or in Scotland will be equally effective in both countries.

CHAPTER VIII

EMPLOYMENT OF CHILDREN

382. The main statutory provisions for the protection of the health, welfare and education of the children in non-industrial employment are contained in Part II of the Children and Young Persons Act, 1933, as amended by the Education Acts, 1944 to 1948. For the purposes of enactments relating to the prohibition or regulation of employment, the expression "child" means a person who is not over compulsory school age. The general restrictions, contained in section 18(1) of the Act, may be modified by byelaws which local education authorities (the councils of counties and county boroughs) have power to make under the provisions of section 18(2) subject to confirmation by the Secretary of State. Byelaws may impose restrictions additional to those specified in the Act as to the age below which children may not be employed in the authority's area, and the hours and conditions of employment of children, and may prohibit absolutely their employment in any specified occupation. They may, on the other hand, permit the employment of children for not more than one hour before school. The byelaws, among other things, may distinguish between the sexes and between different occupations.

383. The employment of children in agriculture has since 1942 been subject to the provisions of the Defence (Agriculture and Fisheries) Regulations 29 and 30, which have been continued in force until the 10th December, 1951, by subsequent legislation. Regulation 29 allows local education authorities to grant exemptions from school attendance to enable children to help in urgent seasonal agricultural work, and Regulation 30 (with certain safeguards for the welfare of children) excludes the employment of children in agricultural work from the operation of byelaws made by local authorities.

384. In July, 1947, when the school-leaving age was raised to fifteen, the Home Office sent to local authorities a set of model byelaws for their assistance in considering the revision of their byelaws. Certain provisions of Regulation 30 of the Defence (Agriculture and Fisheries) Regulations—the prohibition of the employment of children in agricultural work involving heavy strain (in particular pulling beet) and in agricultural work under the control of a gang master, and requirements as to a medical certificate and as to protective clothing—were recommended as being suitable for inclusion (with a view to their operating when the emergency legislation came to an end) in byelaws made by local authorities in whose area agricultural work was carried on. By 30th June, 1950, ninety-one local authorities had made new byelaws and almost all authorities in whose area agricultural work was done had included the safeguards recommended. Ninety-five sets of byelaws made before July, 1947, remain in force.

385. The ninety-one local authorities who have revised their byelaws since July, 1947, have, in general, adhered fairly closely to the form suggested by the Home Office. Forty-five prohibit the employment of children on Sundays, and sixty-three permit employment before school, while twenty-eight prohibit the employment of all children below the age of fourteen.

386. Most local authorities have provided for :—

- (a) a maximum number of hours during which a child may be employed on non-school days ;
- (b) adequate intervals for meals and rest ;
- (c) medical certificates to ensure that no child shall be employed in a manner likely to be prejudicial to his health and physical development, or to render him unfit to obtain proper benefit from his education ;
- (d) safeguards against the employment of a child out of doors without adequate clothing to protect him from inclement weather ; and
- (e) the prohibition of child employment in specified occupations, such as in slaughterhouses or billiards saloons.

387. Before byelaws are confirmed by the Secretary of State, opportunity is given for the submission of objections. One of the more frequent objections is that by employers' trade interests (chiefly in the distribution of newspapers) to the failure of the local authorities to permit employment before school ; on the other hand, the teaching interests usually oppose such employment.

STREET TRADING BY YOUNG PERSONS

388. Section 20 of the Children and Young Persons Act, 1933, prohibits persons under the age of sixteen from engaging or being employed in street trading, but local authorities have power to make byelaws permitting young persons who are over compulsory school age but under sixteen to be employed by their parents in street trading. Local authorities may also make byelaws regulating or prohibiting absolutely street trading by persons under eighteen. A set of model byelaws was issued by the Home Office in July, 1947, for the assistance of local authorities.

389. Ninety-five local authorities have byelaws in force with respect to street trading by young persons ; of the fifty-nine local authorities who have made new byelaws since July, 1947, twelve prohibit altogether street trading by young persons under eighteen, twenty-four prohibit street trading by girls under eighteen, and twenty-two permit street trading by young persons under sixteen employed by their parents.

ENTERTAINMENTS AND PERFORMANCES : EMPLOYMENT AS FILM ACTORS

390. Provision for control over children taking part in entertainments is contained in sections 22 to 24 of the Children and Young Persons Act, 1933, under which (except in respect of a limited number of " charitable " performances, and subject always to the general restrictions of the Act and of local byelaws if the child is " employed ") no child under twelve years of age may take part in entertainments, and a child over that age may take part only if a licence has been granted by the local education authority. The Home Office is the central Department responsible for the general administration of the sections of the Act dealing with children in entertainments, but the departmental responsibility in the matter of the issue of licences by local education authorities rests with the Ministry of Education.

EMPLOYMENT OF CHILDREN

391. The sections of the Act dealing with children in entertainments do not apply to employment as film actors, and this type of employment is subject therefore to the general provisions relating to the employment of children referred to above. The position is thus that no child under the age of thirteen may legally be employed as a film actor, and the employment of children between thirteen and fifteen years of age is so restricted as to be virtually prohibited. Discussions about this specialised employment had been held before the war with the employers' interests and the trades unions concerned, but no opportunity was found of introducing legislation. In May, 1948, after consultation with the Minister of Education, a Departmental Committee under the chairmanship of Sir Maurice Holmes, and, on his resignation, of Mr. D. L. Bateson, was appointed by the Secretary of State "to consider under what safeguards as to health, welfare and education the employment of children as film actors could properly be allowed, and to review the existing provisions governing the employment of children in theatrical work and in ballet". The Report of the Committee (Cmd. 8005) was published in August, 1950. Interesting features of the recommendations are the concentration of departmental control, the co-ordination of safeguards for children in all forms of entertainment— theatre, films, ballet, sound and television broadcasting—and the limitation of the aggregate time which a child may spend in a year in any form of entertainment.

392. The Committee considered a system of licensing children (which is in force under the present law) to be as suitable a method of safeguarding their welfare as any method that could be devised, and recommended that the upper age for licensing should be sixteen (instead of fifteen as at present) for children employed in this country, and eighteen if they are sent abroad for employment. It is proposed that the local education authority should be the licensing authority for children over thirteen who are employed in any form of entertainment, and that there should be a central licensing authority, staffed by the responsible government department, for licensing children under thirteen (who should be granted licences for individual child parts only), children taking part in television broadcasts, children not ordinarily resident in the United Kingdom, and children going abroad to perform for profit. It is recommended that a local authority should, under certain safeguards, be empowered to grant, at their discretion, dispensations from the requirement to obtain a licence where children are employed in "charitable" performances and the like. The recommendations of the Report are at present under consideration.

EMPLOYMENT ABROAD

393. Under section 25 of the Children and Young Persons Act, 1933, no person under eighteen may be sent abroad for the purpose of "singing, playing, performing, or being exhibited, for profit" unless he has attained the age of fourteen and a licence has been granted for the purpose by the Chief Magistrate or other magistrate of the Bow Street Magistrates' Court. The grant of a licence is subject to such restrictions and conditions as the magistrate may attach, and, before granting a licence, the magistrate must be satisfied that the parent or guardian consents, that the young person is going abroad to fulfil a particular engagement and has received a copy of the contract, that he is fit for the purpose and that arrangements have been made to secure his

health, kind treatment, adequate supervision while abroad, and his return from abroad at the expiration of the licence. A licence may not be granted for a period of more than three months, but may be renewed. Licences are not normally granted unless the applicant enters into a recognisance with one surety.

394. According to information received from Bow Street Magistrates' Court, over 100 licences, involving about 200 young persons, were granted between 1st January, 1945, and 31st December, 1950. In the same period 14 applications for licences were refused, and a renewal of a licence was refused in one case. Several other applications were withdrawn before they had come formally before the magistrate. The grounds for the refusals included the unsuitability of the applicant, inadequacy of the arrangements for chaperonage, and unsettled conditions in the countries concerned. In only four cases where licences were granted was any subsequent difficulty encountered.

395. In 1939 and early 1940, and again in post-war years, a considerable number of the licences were granted to the Entertainments National Service Association (E.N.S.A.) and to Combined Services Entertainments in connection with entertainments for British troops stationed abroad. The sections of the Children and Young Persons Act, 1933, relating to employment abroad have been held to apply to film employment, and five licences have been granted in respect of children going abroad for film work.

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(See paragraph 19 of the Report)

Home Office Circular No. 160/1948, issued to the Councils of Counties and County Boroughs in England and Wales on 8th July, 1948, on the Children Act, 1948

INTRODUCTORY

1. I am directed by the Secretary of State to inform the Council that the Children Act, 1948, received the Royal Assent on 30th June, 1948. The date of commencement of the Act is 5th July, 1948. The Act has two main purposes: to make new provision for children deprived of a normal home life who have hitherto been dealt with under the Poor Law, which has been brought to an end by the National Assistance Act, 1948, and to put into effect the principal recommendations of the Report of the (Curtis) Care of Children Committee (Cmd. 6922) (and the Scottish Committee on Homeless Children (Cmd. 6911)).

2. Under Acts of Parliament enacted at different times in the past, central responsibility was placed on different Government Departments in respect of children deprived in various circumstances of a normal home life. The division of responsibility at the centre was reflected in the local authority organisation, where the immediate responsibility for the care or supervision of the children, although usually falling to the county or county borough council, has been exercised through different committees of the same council. This administrative pattern has inevitably resulted in overlapping and division of effort alike between Government Departments and between local authority committees, and the centralisation of administration at central government level and local authority level is one of the main features of the new Children Act.

3. A considerable measure of centralisation of Ministerial responsibility was effected by the Transfer of Functions (Relief of Children) Order, 1947 (S.R. and O. 1947, No. 1644), which transferred from the Minister of Health to the Secretary of State, as from 1st September 1947, central responsibility for the main functions falling to public assistance authorities in connection with the care of children maintained apart from their parents. The Children Act completes the centralisation of administration by making the Secretary of State the responsible Minister in England and Wales for the care and supervision of deprived children generally, and by placing responsibility at the local authority level on county and county borough councils, exercising their functions through a children's committee.

4. In framing legislative provisions to give effect to the recommendations of the Curtis Committee the aim has been to preserve the spirit of their Report. The new Act is designed to ensure, in the words of the Curtis Committee, that "all deprived children shall have an upbringing likely to make them sound and happy citizens, and shall have all the chances, educational and vocational, of making a good start in life which are open to children in normal homes." Legislative provisions, however, can provide only the machinery for attaining this object. The degree to which success will be attained in giving these children not only a high standard of material care but also an atmosphere of security and consideration and a sense that they have a status conferring opportunities, obligations and grounds of self-respect similar to those of other children, will depend on the use which is made of the new legislative provisions, on the active and imaginative interest of local authorities and members of children's committees and on the choice of the right people for the work of children's officers and their staffs, and for the work of caring for the children in foster homes and children's homes. The Act gives local authorities added responsibility and new opportunities, and it is the desire of the Secretary of State that the Home Office shall do its utmost to assist local authorities to exercise this responsibility and to make use of these opportunities.

5. While the provisions of the Act relate only to children who have had the misfortune to be deprived of a normal home life, the importance must also be kept in mind of doing all that is possible to save children from suffering this misfortune. Where a home can be so improved that it is unnecessary to remove the child from his parents

or that a child who has been taken away for a time can properly be restored to his parents' care, the advantage of this course is unquestionable. Provision is made in the Act for the restoration to parents of children who have been for a time taken into care by the local authority, whenever such a course is consistent with the welfare of the child; and the Secretary of State has no doubt that local authorities will be anxious that any of their officers whose duties either in connection with the children committee or with other committees of the local authority bring them into touch with neglectful parents shall keep in mind the desirability of doing anything that may be possible towards the rehabilitation and education of such parents and of enlisting for this purpose in appropriate cases any help that can be rendered by voluntary agencies. To keep the family together must be the first aim, and the separation of a child from his parents can only be justified when there is no possibility of securing adequate care for a child in his own home.

6. When a child is taken into care by a local authority, insight into the child's needs as an individual is required before a decision is taken as to the best method of providing him with a substitute home. The varied needs of the large number of boys and girls for whom the local authorities have to assume responsibility cannot be met by treating them in accordance with a uniform plan. Often a right decision cannot be taken without a study of the particular child's requirements in the light of his health, personality, and conduct, and all the information that can be obtained as to his previous history and circumstances. For this purpose provision must be made for the reception of children and their temporary accommodation in a place where facilities are available for observation of their physical and mental condition and a skilled staff will study their individual characteristics (paragraph 30 below).

7. Care taken at this stage to select for each child the best method of providing him with a substitute home will reduce the risk of subsequent changes. It is of the first importance to give these children a sense of security and stability in their lives, and the Secretary of State regards the careful study of each child's individual needs as requisite for the purpose of avoiding so far as possible the need for future changes and the disturbing effect produced on the child by breaking his relationships and transferring him to new surroundings.

MAIN PROVISIONS OF THE ACT

8. The following paragraphs of this circular describe the main provisions of the Act as it affects local authorities, and draw attention to the more important modifications of the law. Paragraphs 24, 26, 50, 56 and 57 deal with matters requiring immediate action on the part of local authorities, as follows :

Paragraph 24. Application is to be made forthwith to the Secretary of State for :

- (i) approval of the use of nursery premises for children under the age of 3, as provided for in Section 13 (2) ;
- (ii) consent to the retention beyond 14 days (initially from 5th July, 1948) of any child aged 3 or over in premises the use of which is provided for in Section 13 (3).

Paragraph 26. The authorisation of the Secretary of State is required for the use of premises as provided for in Section 13 (6).

Paragraph 50. Local authorities are asked to inform the Secretary of State at an early date of the arrangements which have been made for the appointment of a children's committee.

Paragraphs 56 and 57. Attention is drawn to the provisions of Section 41(1) and (2) dealing with the appointment of a children's officer. The Secretary of State hopes that all local authorities will be able to consult him at an early date about the persons from among whom they propose to select a children's officer.

PART I OF THE ACT—DUTY OF LOCAL AUTHORITIES TO ASSUME CARE OF CHILDREN

9. Part I of the Act replaces the provisions of the Poor Law as respects children maintained apart from their parents, defines the responsibility of a local authority

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to receive a child and to keep him in care and, with safeguards for the rights of parents and guardians, enables a local authority by resolution to assume parental rights in specified circumstances. The Act does not empower a local authority to receive a child into their care against the wishes of his parent or guardian or of any other person having the charge of the child.

Section 1

10. Section 1 places a duty on a local authority (defined in Section 38 as the council of a county or county borough) to receive into their care, where it appears to them that their intervention is necessary in the interests of the welfare of the child, any child in their area under the age of 17 who has no parents or guardian, or is abandoned or lost, or whose parents or guardian are prevented, for the time being or permanently, by incapacity or any other circumstances from providing for his proper accommodation, maintenance and upbringing.

11. The duty to receive a child into care rests on the local authority in whose area the child is, irrespective of where he is ordinarily resident. Where a local authority receive into their care a child who is found to be ordinarily resident at that time in the area of another local authority, they may recover from the second-mentioned authority any expenses duly incurred in respect of him under any of the provisions of Part II of the Act. The second-mentioned authority may take over the care of the child at any time within three months from the date on which his ordinary residence is determined, but after the expiry of three months they will have no power to do so unless with the consent of the first-mentioned authority ; the object of this provision is to protect the child from disturbance after he has settled down in the area of the authority who received him into care initially. Any question arising as to the ordinary residence of a child received into care under Section 1 is to be determined by the Secretary of State, but it is expected that local authorities themselves will generally be able to reach agreement on this matter.

12. By the provisions of paragraph 1 of the Second Schedule, children who, immediately before the commencement of the Act, were being relieved under the Poor Law other than by way of out-relief are deemed as from 5th July, 1948, to be in care under Section 1.

13. A local authority are required to keep a child in care so long as he is under 18 and his welfare appears to them to require it, subject to the right of a parent or guardian to take over at any time the care of his child who is not the subject of a resolution under Section 2. A duty rests on a local authority, where consistent with the welfare of the child, to endeavour to secure that his care is taken over by a parent or guardian ; or by a relative or friend, being where possible, a person of the same religious persuasion as the child or who gives an undertaking that the child will be brought up in that religious persuasion.

14. Although the Act does not deal with adoption, local authorities will have it in mind that frequently adoption by suitable persons may be the most satisfactory method of ensuring a child's welfare. For many children there can be no better method of providing a new home than by arranging, with the safeguards prescribed by the Adoption of Children Acts, for adoption by persons who are willing and suitable to take this responsibility.

Sections 2 to 4

15. Sections 2 to 4 deal with the assumption by local authorities of parental rights over children received into care under Section 1. Where it appears to a local authority that a child in their care has no parent or guardian or has been abandoned by his parent or guardian, or that he has a parent or guardian who is incapable of caring for him by reason of permanent disability or is of such habits or mode of life as to be unfit to have the care of him, the authority are enabled to assume by resolution the parental powers and rights of any such parent or guardian. It is to be noted that the rights of a parent or guardian other than the parent or guardian on whose account the resolution is passed will not be affected. These provisions are similar to those of Section 52 of the Poor Law Act, 1930, but under the Children Act there is

the important difference that any parent or guardian whose rights are affected by the resolution must, if he has not already consented, be told that he may lodge an objection within one month. If an objection is lodged, the resolution will lapse unless the local authority apply within fourteen days of the receipt of the notice of objection to a juvenile court and the court orders that it should remain in force. If no objection is lodged, or if an objection is lodged but the court orders that the resolution shall not lapse, the resolution will remain in force until the child reaches the age of 18, subject to the provision that the local authority may rescind the resolution at any time if this course appears to be for the benefit of the child, and that a court may determine the resolution at any time on the complaint of a parent or guardian on whose account it was passed ; as an alternative to determining the resolution, a court may order the local authority to allow the care of the child to be taken over by a parent or guardian for a specified period. A local authority on their own initiative may allow the care of a child who is the subject of a resolution to be taken over by a parent, guardian, relative or friend for a specified period if it appears to the local authority to be for the benefit of the child. Where a child who is the subject of a resolution has ceased to be in the care of the local authority by whom the resolution was passed, that local authority may receive him back into care (notwithstanding that the conditions of Section 1(1) may not be fulfilled) in any circumstances in which it appears to them that their intervention is necessary in the interest of the child's welfare.

16. By the provisions of paragraph 2 of the Second Schedule, a resolution under Section 52 of the Poor Law Act, 1930, which was in force immediately before 5th July, 1948, is deemed to be a resolution duly passed and notified under Section 2 of the Children Act.

Section 5

17. Under Section 5, the power, under the Children and Young Persons Act, 1933, of a local authority to agree to act as a fit person becomes a duty so to act if a court decides to commit to the care of a local authority a child or young person as defined in that Act, except that the consent of the authority is necessary where the child or young person is already the subject of a probation or supervision order or the court proposes to make such an order at the same time as the fit person order. Where the consent of the local authority is not necessary, the authority concerned are to be given opportunity to make representations to the court unless this would, in the opinion of the court, cause undue delay. The local authority to whose care a court may commit a child or young person will be the authority in whose area the child was resident, or, where residence in England or Wales cannot be established, the authority or one of the authorities in whose area the offence was committed or the circumstances arose which led to the child coming before the court.

Section 6

18. Section 6 deals with the application of the preceding provisions to children already subject, or becoming subject, to orders of court. Sub-section (3) (a) provides that the making of an approved school order in respect of a child in care will take the child out of the care of the authority and will bring to an end any resolution that may be in force. This is necessary to avoid conflict of powers, as an approved school order confers parental rights on the managers. Sub-section (4) empowers a local authority, with the consent of the school managers, to receive into their care any child who has been released from an approved school on licence or is under supervision if he has no home or his home, in the opinion of the managers, is unsatisfactory. This provision will enable the resources of the service developed by local authorities under the Act to be made available, by agreement with the school managers, to any boy or girl released from an approved school who has no home or whose home is unsatisfactory.

Sections 7 and 8

19. Sections 7 and 8 provide for a child ceasing to be in the care of a local authority where the Minister of Pensions is responsible and requires the care of the child to be transferred to him, or where the child becomes subject to the Mental Deficiency or

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Lunacy and Mental Treatment Acts. In either case, the local authority's rights and powers under any resolution under Section 2 will continue to be exercisable by them so long as the resolution is in force, but not in such a way as to interfere with the arrangements made for the child by the Minister of Pensions or by the person or authority under whose control he has come under the provisions of the Acts referred to.

Section 10

20. Section 10 puts an obligation on the parent of a child under the age of 16 received into care under Section 1 to keep the local authority informed of his (the parent's) address. The purpose of this provision is to enable contact to be maintained between parent and child, and to facilitate arrangements for restoring a child to his own home as soon as circumstances permit. A local authority are required to inform the parent of a child in their care if, under Section 1 (4), the care of the child is transferred to another local authority.

PART II OF THE ACT—TREATMENT OF CHILDREN IN CARE OF LOCAL AUTHORITIES

Section 11

21. Section 11 explains the scope of Part II, which deals with the powers and duties of local authorities with regard to the treatment of children received into the care of a local authority under Section 1 and of children and young persons committed to their care as fit person. The treatment of the two categories of children in care will be the same.

Section 12

22. Section 12 puts a duty on a local authority to further the best interests of a child in their care and to afford him opportunity for the proper development of his character and abilities. In providing for a child in their care, a local authority are under obligation to make such use of facilities and services available for children living with their parents as is reasonable in his case.

Section 13

23. Section 13 sets out the various ways in which children in care may be accommodated and maintained by a local authority. Boarding out has been placed first as being generally the most satisfactory method of providing a substitute home. Where boarding out is not practicable or desirable for the time being, the local authority may make use of residential homes provided under the Act or voluntary homes. In addition, local authorities may accommodate children under the age of 3 in existing nurseries forming part of premises provided under the National Assistance Act, 1948, if approved by the Secretary of State, who may give and continue approval only if he is satisfied that suitable alternative accommodation is not for the time being available (Section 13 (2)) ; and premises provided under the National Assistance Act may be used for the accommodation of children aged 3 or over, but for not more than 14 days unless with the consent of the Secretary of State, who may give consent for a period not exceeding eight weeks and may renew consent for a further such period or periods (Section 13 (3)). It is the intention that the accommodation of children in premises of the kind referred to in sub-sections (2) and (3) of Section 13 should be discontinued as soon as possible.

24. Any application which a local authority may find it necessary to make :

- (a) for approval under Section 13 (2) of the use, for the accommodation of children in care under the age of 3, of nurseries in premises provided under the National Assistance Act, 1948, and
- (b) for consent under Section 13 (3) to the retention beyond 14 days (initially from 5th July, 1948) of any child aged 3 or over who is in care in premises provided under the National Assistance Act, 1948

should be submitted forthwith with full particulars, including information as to any proposals for the provision of alternative accommodation. It will be noted that, under Section 13 (2), the Secretary of State is empowered to approve the use of the

nursery premises only if he is satisfied that suitable alternative accommodation is not for the time being available.

25. Section 13 also empowers a local authority to provide for children in their care in accommodation which is available for children generally (e.g., boarding schools), and to accommodate in hostels those who are over compulsory school age.

26. Under sub-section (6), a local authority, with the authorisation of the Secretary of State, may if necessary accommodate children in their care in premises under the control of a local authority other than premises of the kind mentioned above. Any application for the Secretary of State's authorisation of the use of premises under this sub-section should be submitted with full particulars.

Section 14

27. Section 14 empowers the Secretary of State to make regulations for securing the welfare of children boarded out by local authorities. Until regulations are made under this Section, the Children and Young Persons (Boarding Out) Rules, 1946 (S.R. and O. 1946 No. 2083) will, by virtue of paragraph 4 of the Second Schedule, have effect as if they were regulations under Section 14 and will apply to children received into care under Section 1 as well as to children and young persons committed to the care of a local authority as fit person.

28. Rule 4 of the Children and Young Persons (Boarding Out) Rules requires a local authority, except as provided in the Rules, to make arrangements for every child committed to their care as a fit person to be boarded out as soon as possible, and where within three months of the committal the child has not been boarded out, to apply to the Secretary of State for his consent to alternative arrangements. While it is intended that there should be a large expansion of boarding out, it is recognised that this will inevitably be a gradual process and that it will not be possible in the immediate future for local authorities to board out, within three months from their coming into care under Section 1, large numbers of the children to whom the Rules will be applied as from 5th July, 1948, by paragraph 4 of the Second Schedule. It is, therefore, intended to modify Rule 4 before the expiry of three months from the commencement of the Act. Local authorities have a duty, however, under Section 13 (1), to provide accommodation and maintenance for a child in their care (whether under Section 1 or under a fit person order) by boarding him out unless that course is not practicable or desirable for the time being, and authorities are urged to use every effort to arrange for boarding out in suitable cases.

29. Rule 10 of the Children and Young Persons (Boarding Out) Rules provides that a local authority, in selecting a person with whom a child is to be boarded out, should, if possible, select a person who is of the same religious persuasion as the child or who gives an undertaking that the child will be brought up in accordance with that religious persuasion. Provision is made in Section 14 (2) (c) for a similar requirement in regulations to be made under that Section. The Secretary of State hopes that there will be full compliance with the spirit of this provision, and it is suggested that wherever practicable local authorities should consult with the appropriate authority of the child's religious persuasion before boarding out a child with a person not of that religious persuasion. By enlisting the help and co-operation of the churches local authorities should not only be enabled to place children to an increasing extent with foster parents of the same religious persuasion, but should be assisted in their general task of finding more and better foster homes.

Section 15

30. Section 15 empowers local authorities to provide children's homes, and places them under obligation to do so as far as required by the Secretary of State. Amongst the homes provided by a local authority there must be separate accommodation for the temporary reception of children with, in particular, the necessary facilities for observation of their physical and mental condition. The Secretary of State hopes that local authorities who have not already done so will now make adequate provision for reception accommodation, so that, normally, every child coming into the care of a local authority may pass through a reception centre, where the method of treatment best suited to his needs can be ascertained.

31. A local authority may, instead of themselves providing children's homes or reception accommodation, arrange for the use of homes or reception accommodation provided by another local authority.

32. The Secretary of State is empowered to make regulations as to the provision and conduct of homes provided by local authorities, and for securing the welfare of the children in the homes ; and to direct that a home which he considers unsatisfactory should not continue to be used for the accommodation of children.

Section 17

33. Section 17, dealing with the power of local authorities to arrange for the emigration of children in their care, replaces Section 68 of the Poor Law Act, 1930, and (in so far as it applies to local authorities acting as fit person) Section 84 (5) of the Children and Young Persons Act, 1933. The provisions of Section 17 are are similar to those of Section 84 (5) of the Act of 1933, but, whereas under Section 84 (5) the Secretary of State had to be satisfied that the child or young person whose emigration was proposed consented, under Section 17 of the Children Act, the Secretary of State may consent to the emigration of a child who has not himself consented if the child is too young to form or express a proper opinion on the matter, and is to emigrate either in company with a parent, guardian or relative or in order to join a parent, guardian, relative or friend.

Sections 19 and 20

34. Sections 19 and 20 make provision for those children in the care of a local authority who, because they have no parents or none who can care for them properly, must rely on the authority not only to see to their needs during childhood but also to give them a proper start in life as a good parent would. Although the statutory duty of a local authority to keep a child in care ends when the child reaches the age of 18, it cannot be assumed that at this age all the children will be fully independent.

35. Section 19 accordingly enables local authorities, with the consent of the Secretary of State, to provide hostels for young people who are over compulsory school age and under 21, and who are or have been at any time since ceasing to be of compulsory school age in the care of a local authority. The hostels will be for the accommodation of these young people near the place where they may be employed, or seeking employment, or receiving education or training. Young people in the same age range who have not been in the care of a local authority may also be accommodated in these hostels, the purpose being to avoid segregating those who are or have been in care from other young people.

36. Section 20 empowers a local authority to contribute towards the maintenance of a person between 18 and 21 who has at any time since ceasing to be of compulsory school age been in the care of a local authority. Local authorities are also enabled to make grants towards the expenses of suitable education or training of persons who are between 18 and 21 and were in the care of a local authority immediately before reaching the age of 18. Where a person is being assisted in either of these ways on reaching the age of 21, the power of a local authority to contribute to his maintenance and to make grants towards suitable education or training will continue until the completion of the course of education or training. The object of these provisions is to secure that the authority are not prevented from giving young people who have been in the care of a local authority such further assistance as they may need and as a good parent would give for the purpose of launching them in suitable employment or of enabling them to receive educational courses for which they may be equipped.

Section 21

37. Section 21 empowers the Secretary of State and the Minister of Education to make regulations prescribing the allocation of functions as between local authorities under the Act and local education authorities in matters in which the two have concurrent functions. These regulations will be made later.

Section 22

38. Section 22 enables a local authority where the circumstances warrant it to defray the travelling, subsistence or other expenses incurred by a parent or guardian of or other person connected with, a child in their care in visiting the child.

PART III—CONTRIBUTIONS TOWARDS MAINTENANCE OF CHILDREN

39. This Part of the Act replaces the provisions of the Poor Law relating to the liability of parents and others to maintain children provided for by a Poor Law authority. At the same time, it amends the provisions of the Children and Young Persons Act, 1933, relating to contributions in respect of children and young persons committed to the care of fit persons or sent to approved schools. New provision is made with regard to affiliation orders in respect of illegitimate children in the care of local authorities.

Sections 23 to 25

40. The effect of Sections 23 and 24 is that the only persons liable to contribute towards the maintenance of a child under 16 who is received into the care of a local authority under Section 1, or committed to the care of a fit person, or sent to an approved school, are his father and mother ; a person of 16 or over is liable to make contributions to his own maintenance if he is engaged in remunerative full-time work. Section 25 removes the power of the Secretary of State to prescribe the upper limit of the amount of weekly contributions payable under a contribution order, or under a contribution order and an affiliation order.

41. In the case of a child received into care under Section 1, as in the case of a child committed to the care of a local authority as fit person, the amount of the contribution will normally be agreed with the person liable to contribute ; failing agreement, application for a contribution order should be made to a court of summary jurisdiction having jurisdiction in their area by the local authority entitled to receive the contributions, that is, the local authority in whose area the person liable to contribute is residing.

PART IV—VOLUNTARY HOMES AND VOLUNTARY ORGANISATIONS

42. This Part of the Act extends the definition of “ voluntary home ” in the Children and Young Persons Act, 1933, to include homes supported wholly or partly by endowments and to apply to places accommodating children up to the age of 18 ; provides for the registration of voluntary homes by the Secretary of State ; empowers the Secretary of State to make regulations as to the conduct of voluntary homes and the boarding out and emigration of children by voluntary organisations ; provides for the after-care of children over school leaving age and under 18 living away from home who have left the care of a voluntary organisation or a local authority ; and makes certain other provision with regard to voluntary homes.

43. The attention of local authorities is drawn particularly to the following provisions in this Part of the Act.

44. *Section 29 (6)* puts a duty on a local authority to receive into their care, if so required by the Secretary of State, children from a voluntary home in their area which is not registered or in respect of which notice of withdrawal of registration has been given by the Secretary of State. Any such requirement will in ordinary circumstances be preceded by consultation with the local authority.

45. *Section 29 (7)* requires the Secretary of State to notify the local authority in whose area the home is situated when he registers a voluntary home or removes a home from the register.

46. *Section 34* deals with the after-care of children who have been brought up by a local authority or voluntary organisation. Responsibility for the after-care of children who have left the care of a local authority or voluntary organisation after reaching school leaving age and who are under 18 is placed on the local authority for the area in which the child is. It is the duty of a local authority to advise and

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befriend any such child who comes to their notice unless they are satisfied that the child's welfare does not require it. Where the child has been in the care of a voluntary organisation, the local authority, if satisfied that the voluntary organisation have the necessary facilities, may arrange for him to be advised and befriended by the voluntary organisation. Provision is made for a local authority to be notified of children over compulsory school age who move into their area on leaving the care of, or while they are being advised and befriended by, another local authority or a voluntary organisation.

PART V—CHILD LIFE PROTECTION

Sections 35 and 36

47. Sections 35 and 36 extend the child life protection provisions of the Public Health Acts (which have hitherto applied to children taken for reward while under the age of 9) to all children taken for reward while under school leaving age. A child placed for reward will continue under supervision, after he reaches school leaving age, as long as he remains with the foster parent with whom he was living when he reached school leaving age and is under the age of 18. Section 7 of the Adoption of Children (Regulation) Act, 1939 (which provides for the supervision of children placed through third parties with persons other than their parents, guardians or relatives) is amended similarly.

Section 37

48. Section 37 provides that if one or both of his parents are dead and a child is being maintained by a person (other than a parent, guardian or relative) to whom a guardian's allowance or family allowance is being paid by reason of his maintaining the child, the child is deemed to be placed for reward and so brought within the scope of the child life protection provisions. Section 37 provides further for the exemption from the child life protection provisions, and from Section 7 of the Adoption of Children (Regulation) Act, 1939, as far as they are not already exempted, of children in voluntary homes and children boarded out by the Minister of Pensions, by local authorities and by voluntary organisations. The supervision of the classes so exempted is provided for by the Minister of Pensions or under the provisions of the Children Act, as the case may be.

PART VI—ADMINISTRATIVE AND FINANCIAL PROVISIONS

Section 38

49. Section 38 provides that the councils of counties and county boroughs shall be the local authorities for the purposes of the Act and of Parts III and IV of the Children and Young Persons Act, 1933, and the welfare authorities for the purpose of the child life protection provisions of the Public Health Act, 1936. The London County Council becomes the local authority for the purposes of Part XIII of the Public Health (London) Act, 1936. Section 22 of the National Health Service Act, 1946, under which the child life protection provisions of the Acts of 1936 would have become the responsibility of local health authorities, is amended accordingly by the Third Schedule to the Children Act.

Section 39

50. Section 39 requires the establishment by every local authority of a children's committee for the purpose of the functions specified in sub-section (1), namely, Parts III and IV of the Children and Young Persons Act, 1933 (the institution of care or protection proceedings, provision for children committed to the care of a local authority as a fit person, and the maintenance of approved schools and remand homes); the child life protection provisions of the Public Health Acts; the registration of adoption societies and the supervision of children placed by third parties in the care of persons other than their parents, guardians or relatives under the Adoption of Children (Regulation) Act, 1939; and provision for children dealt with under the Children Act. The section provides for the appointment to a children's committee of co-opted members, and for the establishment of sub-committees.

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51. Section 39 (2) provides that all matters relating to the discharge of the functions specified in sub-section (1) shall stand referred to the children's committee, and that, except with the consent of the Secretary of State, no matter not relating to these functions shall be dealt with by the children's committee.

52. Section 39 (8) provides for the reference of matters proper to the children's committee to any other committee of the authority by reason that the matter relates to a general service of the authority. This is a usual provision which enables such things as building, supply or legal work to be dealt with by a committee providing a general service of the authority.

53. Section 39 does not affect the position of a local education authority under the provisions of Section 40 of the Education Act, 1944, which empower a court, in certain circumstances, to direct a local education authority to bring before a juvenile court a child who has failed to attend regularly at school, and enable the juvenile court to make any order which it could make under Section 62 of the Children and Young Persons Act, 1933, in the case of a child or young person in need of care or protection.

54. Section 8 (3) of the Adoption of Children Act, 1926, requires a court before making an adoption order to appoint some person or body (who may be a local authority) as guardian *ad litem* with the duty of safeguarding the interests of the child before the court. It is right that a local authority who agree to act as guardian *ad litem* should be able to exercise this function through their children's committee ; and the Secretary of State hereby gives consent, under subsection (2) of Section 39, to the reference by a local authority to their children's committee of matters relating to the discharge of their functions as guardian *ad litem*.

Section 40

55. Section 40 empowers the Secretary of State to dispense with the requirement to appoint a children's committee where he is satisfied that owing to special circumstances a local authority can better discharge their functions without establishing such a committee. This power of the Secretary of State can be exercised either before a children's committee has been appointed or, where a children's committee is established, at any time after three years from the commencement of the Act.

Section 41

56. Section 41 contains a requirement that a children's officer should be appointed for the area of each local authority, for the purpose of the functions which stand referred to the children's committee, and provides that the officer should not be employed on other duties unless with the consent of the Secretary of State. Provision is made for the submission to the Secretary of State of particulars of the persons from whom the local authority propose to make a selection, and the Secretary of State may give directions prohibiting the appointment of any person who in his opinion is not a fit person to be the children's officer. To meet the need of authorities in areas where the work does not justify a full-time appointment, provision is made for the appointment of the same person to be the children's officer of more than one authority. Local authorities are required to appoint an adequate staff to assist the children's officer. In addition to the necessary field staff, local authorities are asked to see that adequate clerical assistance is provided so that the children's officer may be free to devote as much time as possible to outside work and to maintaining contact with the children.

57. Every local authority will now have to appoint a children's officer after consultation with the Secretary of State, as required by Section 41 (2). Those authorities who before 5th July appointed a person designated as children's officer, and who propose that the person should now be appointed to the post under the provisions of the Act, should inform the Secretary of State accordingly so that he may consider whether, in terms of the proviso to Section 41 (2), the requirement to submit particulars of the persons from among whom they propose to make a selection may be dispensed with.

58. Local authorities will recognise the importance of the fullest co-operation between children's committees and their staffs and other committees of the local

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authority and their staffs so that the new child care service may be operated to full advantage and in the best interests of the children whose welfare it is designed to secure. (Local authorities will, no doubt, have in mind the desirability of the children's committee including members experienced in the work of other committees of the authority concerned with services available to children generally).

Section 43

59. Section 43 provides for the appointment by the Secretary of State of an Advisory Council on Child Care, and requires that the membership should include persons specially qualified to deal with matters affecting the welfare of children, and persons having experience in local government.

Section 45

60. Section 45 provides for the payment of grants towards the maintenance and fees of persons selected for training in child care, and towards expenses incurred by any body of persons (including a local authority) in providing training courses in child care. The urgent need to provide workers trained in child care has been recognised by the appointment by the Home Secretary in July, 1947, of the Central Training Council in Child Care and the organisation of training courses for boarding out officers and housemothers. Persons having experience in local government are included in the membership of the Central Training Council.

Section 46

61. Section 46 (1) empowers the Secretary of State to make grants towards the expenses of voluntary organisations in certain circumstances for improving the premises and equipment of voluntary homes and for securing that the homes will be better provided with qualified staff. It is intended that such grants should be made only for homes which have the right perception of child care but which lack funds to make necessary improvements in premises, equipment or staffing. Grants will not be available towards the general maintenance expenses of voluntary homes. Section 46 (2) empowers a local authority, with the consent of the Secretary of State, to make contributions to any voluntary organisation the object or primary object of which is to promote the welfare of children.

Section 47

62. Section 47 provides for the payment to a local authority of Exchequer grant not exceeding 50 per cent of the expenditure incurred by them in the discharge of the functions specified in Section 39 (1), except that expenses incurred by an authority as managers of an approved school or in respect of children sent to an approved school, or in respect of remand homes, will continue to be dealt with under the Children and Young Persons Act, 1933.

63. The children received into care under Section 1 are of the categories hitherto maintained under the Poor Law, without direct grant aid. Local authority expenditure on these children will rank for grant, as will expenditure (not hitherto directly grant-aided) under the child life protection provisions and the Adoption of Children (Regulation) Act, 1939. Expenditure on children and young persons committed to the care of local authorities as fit persons under the Children and Young Persons Act, 1933, is already the subject of direct grant under that Act: the treatment of these children and of the children received into care under Section 1 is closely assimilated by the Act, and accordingly it has been convenient to transfer to the Act the provisions of the Act of 1933 relating to the payment of grant on the "fit person" expenditure of local authorities.

64. The general rate of Exchequer grant will be 50 per cent. The Secretary of State is empowered to recover from local authorities a proportion not exceeding 50 per cent of the expenditure incurred by him in providing training in child care under Section 45 and in making grants to voluntary homes under Section 46 (1). This will be done by reducing the general rate of grant, thus spreading the recovery over all local authorities in proportion to their expenditure. The policy of the Act

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is that the cost over the whole field of child care should be shared equally between the Exchequer and the local authorities.

Section 49

65. Section 49 requires county borough councils to keep separate accounts in connection with their child care service (except as regards approved schools and remand homes, whose accounts continue to be dealt with under the Children and Young Persons Act, 1933), and applies district audit to those accounts.

PART VII—MISCELLANEOUS AND GENERAL

Section 50

66. Section 50 amends the Guardianship of Infants Act, 1925, to enable a court to appoint any person on his application to be guardian of an infant who has no parent or guardian and no other person having parental rights with respect to him.

Section 51

67. Section 51 requires local authorities to make provision in children's homes (as far as practicable in separate accommodation for the temporary reception of children) for the accommodation of children to be put in a place of safety. It also enables the expenses of a child's maintenance in a place of safety other than a local authority children's home or a hospital vested in the Minister of Health to be recovered from the local authority in whose area the child was immediately before his removal.

Section 54

68. Section 54 confers on inspectors appointed by the Secretary of State powers of entry and inspection additional to those which they have under the Children and Young Persons Act, 1933.

69. Subsection (3) puts local authorities under a duty to cause voluntary homes in their area to be visited from time to time in the interests of the well-being of the children in the homes, and persons authorised by the local authority are given the necessary powers of entry. Such persons may also enter any voluntary home outside the area of the local authority for the purpose of visiting children in the home who are in the local authority's care. It is to be noted that subsection (3) provides for the visiting of homes, and not for their inspection. If, as a result of a visit by a person authorised by them, a local authority have reason to think that there is need to examine the conduct of a voluntary home, or that there is any matter in regard to the home which should be brought to notice, the authority should report the circumstances to the Secretary of State, on whom the responsibility for inspection rests.

Section 55

70. Section 55 authorises a local authority to institute proceedings for any offence under the provisions of the Act, the Children and Young Persons Act, 1933 (other than Parts I and II thereof, which deal with matters not directly related to the care of deprived children) and the child life protection provisions. No new provision is required as regards prosecutions under the Adoption of Children (Regulation) Act, 1939. The institution of proceedings under Parts I and II of the Children and Young Persons Act, 1933, remains a function of local education authorities.

SECOND SCHEDULE

71. The Second Schedule contains the temporary provisions necessary to ensure continuity of powers and duties during the transition from the enactments superseded to the provisions of the Act ; to give a period of grace to persons who, as from the commencement of the Act, may otherwise become liable to penalties in respect of failure to have taken some action which, until the Act came into force, they were under no obligation to take ; and, where appropriate, to modify the new provisions in their application to circumstances existing before the Act came into operation.

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72. Paragraph 8 of the Second Schedule has the effect that any premises used by a local authority solely as a children's home before 5th July, 1948 (except residential nurseries provided, up to 5th July, under the Public Health Acts) are deemed to be appropriated for the purposes of a home under Part II of the Children Act. The appropriation for the purpose of homes under Part II of the Children Act of residential nurseries provided as from 5th July under the National Health Service Act, 1946, will form the subject of a separate circular.

73. The appropriation of these residential nurseries will involve a change in the terms of employment of the nursery staff, who, though remaining in the employment of the same councils as under the National Health Service Act, will be employed by them in their capacity as local authorities for the purposes of the Children Act and not as local health authorities. The purpose of paragraph 9 of the Second Schedule is to secure that the change made by the appropriation will not deprive the staff of the nurseries of their right under the National Health Service Act to elect to remain subject to superannuation schemes to which they were subject before their transfer.

74. The transitional provisions of paragraphs 10 and 11 of the Second Schedule, relating to the amendment by the Act of the child life protection provisions and of Section 7 of the Adoption of Children (Regulation) Act, 1939, will be dealt with in a separate circular.

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(See paragraph 39 of the Report)

STATUTORY RULES AND ORDERS

1946 No. 2083

CHILDREN AND YOUNG PERSONS, ENGLAND

Boarding Out

THE CHILDREN AND YOUNG PERSONS (BOARDING OUT) RULES, 1946, DATED DECEMBER 10, 1946, MADE BY THE SECRETARY OF STATE UNDER SECTION 84 (2) OF THE CHILDREN AND YOUNG PERSONS ACT, 1933 (23 & 24 GEO. 5. C. 12) AS TO THE BOARDING OUT OF CHILDREN AND YOUNG PERSONS COMMITTED TO THE CARE OF A LOCAL AUTHORITY.

In pursuance of the power conferred upon me by sub-section (2) of section 84 of the Children and Young Persons Act, 1933(a), I hereby make the following Rules :—

1. These Rules may be cited as the Children and Young Persons (Boarding Out) Rules, 1946.

2. These Rules shall come into operation on the first day of January, 1947.

3.—(1) In these Rules the following expressions have the meanings hereby respectively assigned to them, that is to say :—

“ boarding out ” means the placing of a foster child with a foster parent ;

“ foster child ” means a child or young person committed to the care of a local authority as a fit person under the provisions of the Act ;

“ foster parent ” means a husband and wife, or a woman, with whom a foster child is boarded out ;

“ local authority ” means, except where the context otherwise requires, the local authority to whose care as a fit person a foster child has been committed in accordance with the Act ;

“ the Act ” means the Children and Young Persons Act, 1933 ;

“ visitor ” means an officer, or a member of a committee of the local authority, who is appointed by the local authority for the purpose of assisting the authority in the performance of their functions under these Rules and, in particular, of exercising supervision over foster children and arranging for boarding them out.

(2) The Interpretation Act, 1889(a), shall apply to the interpretation of these Rules as it applies to the interpretation of an Act of Parliament.

4. The local authority shall, except as hereinafter provided, make arrangements for every person committed to their care to be boarded out as soon as possible with a suitable foster parent and, where within three months of the committal of any person to their care he has not been boarded out, the authority shall report forthwith to the Secretary of State the reasons therefor and apply for his consent to the alternative arrangements made.

5. A foster child shall not be boarded out, or be allowed to remain boarded out,—

(a) with a person who has at any time been convicted of an offence which renders him unfit to be a foster parent, or

(b) in any environment which is likely to be detrimental to the child.

6. A foster child shall not be boarded out, or be allowed to remain boarded out, in a home where more than four other children or young persons are resident unless all the children and young persons resident in the home are brothers or sisters of the foster child.

7. Before a foster child is boarded out, the local authority shall arrange for him to be examined by a medical officer and shall obtain from that officer a certificate as to the physical health and mental condition of the child and his suitability for boarding out.

(a) 23 Geo. 5.c.12 (a) 52 & 53, Vict. c. 63.

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8.—(1) A foster parent shall, on receiving a foster child to be boarded out with him, be required by the local authority to sign in duplicate an agreement in the form set out in the Schedule to these Rules or in a form to the like effect.

(2) One copy of the agreement shall be retained by the foster parent and the other shall be kept by the local authority.

9. A foster child shall not be boarded out, or be allowed to remain boarded out, with a foster parent who is a party to any contract for the purpose of insuring the payment to him of a sum of money upon the illness or death of the child.

10. The local authority in selecting a person with whom a foster child is to be boarded out shall, if possible, select a person who is of the same religious persuasion as the foster child or who gives an undertaking that the foster child will be brought up in accordance with that religious persuasion.

11. No foster child shall be boarded out unless the proposed foster parent and home have been visited by a visitor who, having been given full information about the child, has made due inquiry and furnished a report in writing to the local authority stating in particular whether—

- (a) the proposed foster parent is of good reputation ;
- (b) he is in a position to take proper care of the child ;
- (c) the sleeping and living accommodation and other domestic conditions are satisfactory ; and
- (d) the home is likely to suit the particular needs of the child.

12.—(1) The local authority shall arrange for a visitor to visit and see the foster child and the home where he is boarded out—

- (a) within one month of his being placed in the home and thereafter as often as may be necessary, not being less often than once in every six weeks ; and
- (b) if a foster parent changes his address, within one month of the receipt by the local authority of notice of the new address :

Provided that where a foster child is over nine years of age and has been for not less than two years in the same foster home, which is proving suitable to his needs, the authority may decide to reduce the number of periodical visits to not less than one in every three months.

(2) The local authority shall require the visitor to make to them, after every visit to a foster child, a report in writing as to the health, welfare and conduct of the child, the condition of the home (including the sleeping and living accommodation), any complaint made by or concerning the child and whether the home appears suitable for the child.

13.—(1) The local authority shall remove a foster child from his foster home if he is no longer suitably placed in that home.

(2) Where conditions in the home are found to be seriously detrimental to the health or safety of a foster child, the visitor shall have the power immediately to withdraw the child from the home.

14.—(1) The local authority shall appoint a doctor to attend the foster child, and the name and address of the doctor shall be furnished to the foster parent.

(2) The local authority shall arrange with the doctor to examine the foster child within a month of their boarding him out and to make a report to them, and thereafter to examine the child at least once a year.

(3) The local authority shall arrange for the provision of all medical treatment ordered by the doctor and all necessary dental treatment.

(4) The local authority shall require the foster parent to report to them all cases of serious illness or accident to the foster child and to summon a doctor at once in all such cases.

15. In the event of the death of the foster child the local authority shall arrange for the decent and proper burial of the child.

16.—(1) In the case of a foster child over compulsory school age as defined in section 114 of the Education Act, 1944(a), the local authority shall make arrangements

(a) 7 & 8, Geo. 6. c. 31.

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in consultation with the foster parent and the child for placing him in suitable employment and, where the child cannot conveniently continue to be boarded out with the foster parent, shall arrange for him to reside in a suitable hostel or lodgings except where he is placed in residential employment.

(2) Where a foster child has been placed in employment, the local authority shall arrange that a visitor shall visit him within one month of his taking employment and not less often thereafter than once in every three months and, if he continues to be boarded out with the foster parent, so much of Rule 12 of these Rules as requires a visit once in every six weeks shall cease to apply.

17. The local authority may, and when required by the Secretary of State shall, appoint an officer to act as a visitor for the purpose of assisting the authority in the performance of their functions under these Rules and, in particular, of visiting foster children.

18. Before the local authority boards out a foster child at a home outside the authority's area, the authority shall notify to the local authority in whose area the home is situated—

- (a) the address of the proposed home at which the child will be boarded out, and
- (b) unless they have made administrative arrangements with that other authority, that they will exercise supervision over the child ;

and any such administrative arrangements shall include arrangements for visiting the child, exercising supervision over the boarding out arrangements and over the welfare of the child, medical examination and medical care and the furnishing of all reports upon the child.

19.—(1) The local authority shall keep a record of all foster children committed to their care and of any with respect to whom they have undertaken supervision under arrangements made under the last foregoing Rule.

(2) The local authority actually exercising supervision over a foster child and the home shall cause the date of every visit to, and examination of, the child and the effect of every report made under these Rules to be entered in their record.

20.—(1) The local authority to whose care a foster child has been committed shall arrange for a review by an appropriate committee of the progress of the child, and such review shall be made at the expiration of three months from the date on which the child was committed to their care and thereafter at intervals of not more than six months.

(2) A note of the committee's consideration shall be made in the record of each foster child.

21.—(1) The local authority shall furnish to the Secretary of State or to any of his officers, when so required, information regarding foster children committed to their care or under their supervision.

(2) Any foster child may be visited at any time by an inspector appointed under the Act by the Secretary of State and all records of the authority referring to the foster child shall be made available by them for the inspector's inspection.

22. Where in the opinion of the local authority it is desirable in the special circumstances of any case that the provisions of one or more of the foregoing Rules should not apply, a special arrangement may be made with the prior consent of the Secretary of State.

23. It shall not be necessary that agreements under these Rules shall be entered into by foster parents in respect of foster children who are boarded out with them at the date when the Rules come into operation.

24. The Children and Young Persons (Boarding Out) Rules, 1933 (a), are hereby revoked.

J. Chuter Ede,
One of His Majesty's Principal
Secretaries of State.

Home Office,
Whitehall.
10th December, 1946.

(a) S.R. & O. 1933 (No. 787) p. 463.

SCHEDULE

Rule 8.

AGREEMENT OF FOSTER PARENT

1. I, A.B. of....., do hereby agree with the
Council of the County [County Borough] of.....
that—

†Delete
if not
applicable.

- (a) I will receive C.D. into my home and feed, clothe and look after him and bring him up as carefully and kindly as I would a child of my own ;
- (b) I will help him to become a good citizen, send him to school [work]† and to his church [chapel]†, and arrange for recreation suited to his age ;
- (c) I will look after his health and consult the doctor whenever the child is ill, and in the event of his serious illness or accident I will also notify the Council immediately ;
- (d) I will provide for the cleaning, mending and renewal of his clothing and its proper care ;
- (e) I will at all times permit any person authorised by the Home Office or by the Council to see the child, and his home and clothing, and I will attend to the advice of any such person ;
- (f) I will allow him to be removed from my home when required by any person so authorised ; and
- (g) I will notify the Council within two weeks if I change my address.

2. I make this agreement with the Council in consideration of my receiving the sum of.....

3. I acknowledge having received C.D. into my home on.....
and agree that he brought with him the following articles of clothing and personal possessions :—

Signature of foster parent.....

Address

.....

Date.....

APPENDIX III

(See paragraphs 53 and 82 of the Report)

RECEPTION CENTRES

Memorandum by the Home Office, circulated in July, 1949, for the Guidance of Local Authorities and Voluntary Organisations on the Provision of Accommodation for the Temporary Reception of Children

INTRODUCTORY

1. When a child is received into care by a local authority under section 1 of the Children Act, 1948, or is committed to their care as a fit person, the best method of providing him with a substitute home cannot be decided without a close study of his needs as an individual. The children will differ widely and will come from a great variety of homes, and it is essential that there should be opportunity for preliminary investigation, and for obtaining accurate and co-ordinated information about each of them. A right decision about placing, taken at the outset, will reduce the risk of subsequent changes and the disturbing effect on the child of breaking his relationships by transferring him to new surroundings. In order to obtain the fullest possible knowledge and understanding of a child's health, personality, conduct, intellectual capacity, emotional state and social history, provision must be made for his reception and temporary accommodation in a place where facilities are available for enquiry into these matters and for observation by a skilled staff.
2. Section 15(2) of the Children Act requires that, where children's homes are provided by a local authority, there should be separate accommodation for the temporary reception of children, with, in particular, the necessary facilities for observation of their physical and mental condition. Section 51 of the Act requires that accommodation for children removed to a place of safety should be made available in homes provided by local authorities, and that this accommodation should be provided, as far as practicable, in homes provided for the temporary reception of children.
3. At this stage, reception centres will necessarily be of a somewhat experimental nature, and their organisation must be influenced to some extent by local conditions and requirements. The recommendations made in this memorandum are based on advice tendered to the Secretary of State by the Advisory Council on Child Care, and are intended for the guidance of local authorities in establishing reception centres in fulfilment of the requirements of the Children Act. They will apply, with necessary modifications, to reception centres established by voluntary organisations.

ORGANISATION OF RECEPTION CENTRES

CATEGORIES OF CHILDREN TO BE ADMITTED TO A RECEPTION CENTRE

4. In general, a reception centre should provide for both sexes. Children in the under-mentioned categories coming into the care of a local authority should normally be admitted to a reception centre providing for both sexes. It is recognised, however, that a child's age is not necessarily a reliable indication of his stage of development, and it will on occasion be a matter of judgment whether a particular child would be more suitably accommodated in a reception centre other than that designed for the age range to which he belongs. Emergency admissions should not be excluded on account of the age of the child concerned.
 - (a) Boys aged 2-12 judged to be likely to remain in care for more than six months.
 - (b) Girls aged 2-16 judged to be likely to remain in care for more than six months, except adolescent girls who, because of sex experience or for other reasons, could not suitably be accommodated with the generality of children coming into care.

APPENDIX III

- (c) Boys and girls in the age ranges mentioned above who are likely to be in care for less than six months but are judged to require observation of their physical or mental condition.
- (d) Children under age 2, exceptionally, where older children of the same family are admitted at the same time.

It will doubtless be necessary for some of the smaller authorities to arrange for joint use of a centre.

5. Separate centres, where the services of specialist staff would be available, should be provided for boys aged 13-16 and also, where the numbers justify it, for adolescent girls who are unsuitable for admission to a reception centre of the normal type providing for both sexes. As the number in either category is unlikely to be large in most areas, it will usually be necessary for two or more local authorities to arrange for joint use of a centre. It may be possible in some cases for these centres to be situated near enough to a main centre for them to be served conveniently by the same specialist staff. It may be found on occasion that a difficult adolescent girl could more suitably be placed in a voluntary home which is known to the local authority to be dealing successfully with girls of this type.

6. A child who is boarded out and who has to be removed from the foster home should be admitted to a reception centre if assessment (or re-assessment) is judged to be necessary.

7. A reception centre should be available for use as a place of safety for children. Normally, the children so admitted should be of the categories for which the reception centre is designed (see paragraphs 4 and 5 above), but it is recognised that the implementation of section 51(1) of the Children Act may require, in cases of emergency, the admission of children outside these categories. If a child admitted to a reception home as a place of safety is likely to be received into care, or to be brought before a court, there should be observation of his physical and mental condition.

8. Regard should be had to the desirability, in suitable cases, of using a reception centre as a remand home for children under the age of 12, as recommended by the Curtis Committee.

CHILDREN COMING INTO CARE FOR SHORT PERIODS

9. Children coming into care for short periods from homes known to be satisfactory should, unless judged to require observation of their physical or mental condition, normally be boarded out or placed in a short-stay children's home without passing through a reception centre.

CHILDREN UNDER THE AGE OF TWO

10. The risks of infection entailed in putting together children under the age of two and older children, and the special staffing required for infants, make it desirable that children under the age of two should normally be admitted to a nursery separate from a reception centre. There would be no objection, however, to the admission from time to time to a reception centre of a child under the age of two, where older children of the same family were admitted at the same time.

LENGTH OF STAY

11. A child's stay in a reception centre should be for the purpose of assessment only, unless he does not require assessment in a reception centre and is either admitted in an emergency or is admitted to a reception centre as a place of safety. The period should be as short as practicable, and should in no case exceed four weeks, unless a longer stay is unavoidable for medical reasons. It is essential that places required for children coming into care should not be occupied by children whose assessment has been completed and who are awaiting suitable treatment or placing, or by those who require further observation before an assessment can be made. These children should be accommodated in an intermediate home (see paragraphs 12 and 13 below).

PLACING AT THE END OF THE PERIOD OF ASSESSMENT

12. The reception centres will be dealing in the main (see paragraph 4 above) with children who are judged to be likely to remain in care for more than six months, so that the most satisfactory thing—the return of a child to his own home—will not be possible immediately and may have to be preceded by rehabilitation of the family. In present circumstances the placing recommended as a result of assessment in the reception centre will not always be immediately practicable. If the child is to be boarded out, it will often not be possible to find the right foster home at once ; if the child is to go to a residential school, it may be necessary at least to await the beginning of a new school term. An intermediate stay in a children's home will often be necessary before the final placing can be made. Against this is the possibility that, in the intermediate stage, a child's condition may alter and so invalidate the assessment which has been made. The best solution would be the provision of an intermediate home with the skilled staff of the reception centre continuing to interest themselves in children where further observation would be of advantage.

13. Intermediate homes could often be combined with short-stay homes which would take both the children from the reception centre, whose assessment was complete and who were awaiting placing, and direct entry short-stay children. Some intermediate homes should be reserved for the accommodation of children whose assessment is in doubt ; joint use of such a home might often be arranged by two or more local authorities.

SIZE OF RECEPTION CENTRES

14. It is considered that twenty-five to thirty is the maximum number of children whom the person in charge of a reception centre could know well. A reception centre should accordingly provide accommodation for not more than thirty children and should normally accommodate about twenty-five, thus allowing a margin for emergency reception. Any surplus accommodation in a reception centre, as might occur where grouped homes were used for reception, might effectively be used for purposes such as intermediate or short-stay home or a special reception centre for adolescents. The larger local authorities will require more than one reception centre.

ACCOMMODATION

15. Premises provided for the purpose of a reception centre should be of attractive appearance and have fair sized grounds. Dormitory accommodation should be allowed for in excess of the normal number of children for which the home is designed (to allow for emergency admissions) ; there should be ample day-room accommodation (including a school-room), and a good sized sick bay, with a room set aside for the doctor's use. Sanitary and ablution facilities should be on a generous scale and preferably not on an institutional pattern. Suitable accommodation should be provided for the resident staff, and adequate provision made for storage of household linen and children's clothes.

ARRANGEMENTS FOR RECEPTION

16. It is important that a child's first impression of a reception centre should be of a bright, homely, welcoming place. His responsiveness and co-operation are likely to be coloured by his first experience of care. The child's confidence should be gained by explaining to him in an understanding way what is happening to him. If a family are received, every effort should be made to keep the children together. If they have to be parted, every member should know where the others are.

17. Probably the next stage will be cleansing and physical examination, which should preferably take place in the sick bay. A child should not be rushed from the front door to the bathroom, but should have time to look round the room into which he is first brought, and possibly be given a meal there. His own clothes and any other belongings should be treated with respect in his presence, even if they have later to be destroyed, and he should not immediately be asked questions about ration books, birthday, etc. (In some homes what is called "documentation" is the first thing that befalls a child).

MEDICAL ARRANGEMENTS AND SUPERVISION

18. Every child should be examined by a doctor on admission to a reception centre, and a record kept. Normally, no further medical examination is likely to be required. The examinations and medical supervision in the reception centre, and any necessary treatment, should be arranged in co-operation with the Medical Officer of Health.

ASSESSMENT

19. Accurate and co-ordinated information about a child from relatives, teachers, social workers and others who have been in contact with him is an essential preliminary to a correct assessment. Such information should include an account of the child's family, his environment and history, his medical history, his intellectual capacity and educational attainment, his temperament, interests and hobbies, and any symptoms of psychological disturbance or emotional difficulty which may have revealed themselves. The child himself may be one of the most useful sources of information on the illnesses he has had, the different schools he has attended, and the people he has lived with.

20. Observation of the child should continue throughout the time he is in the reception centre, and a record should be kept of his general behaviour from day to day and his responses to other children, to adults and to the daily routine.

21. The final assessment (to determine the most suitable placing of the child) should be made after consideration of these reports, but should not be determined on paper reports alone. Final assessment should preferably be made at a case conference of those who have had the child under observation, together with a member of the staff of the children's officer who would be immediately responsible for carrying out the recommendation made.

WHOLE-TIME STAFF

22. Each member of the staff of a reception centre, including senior domestic staff, should feel responsible for taking a share in observation and assessment. The whole-time staff of a reception centre might comprise :

- (a) The person in charge, who would be responsible for co-ordinating the investigation and observation, and should have suitable experience and a recognised qualification in social work or in teaching. A suitable member of the staff should be designated as deputy.
- (b) One or more trained house mothers, who would receive the children and look after them generally.
- (c) One or more qualified teachers, one of whom should have qualifications in physical education. As the children will be in the reception centre for only a few weeks, it will often be impracticable or undesirable to send them to an outside school. Moreover, it is important from the point of view of assessment that the children should be under the observation of the staff of the reception centre all the time.
- (d) A person with nursing experience, to take charge of the sick bay and to assist the doctor.
- (e) One or more persons able to organise recreation and occupation for the children.
- (f) Domestic staff, who should be chosen as far as possible from among those with an interest in children, and should feel that their opinion is of value.
- (g) Clerical assistance.

It should be practicable for the same person to exercise more than one of the functions referred to in (a) to (e) above. The members of the staff directly concerned with the children should include one or more men.

PART-TIME STAFF

23. It is doubtful whether a reception centre accommodating twenty-five children (with the capacity to accommodate thirty, to allow for emergency admissions) could occupy fully a specialist staff, even if the full-time services of such staff could

be obtained. It is essential that each reception centre should be able to call upon the services of a child guidance team. Wherever possible, reliance should be placed on help from local child guidance clinics, but where the needs of a reception centre cannot be met in this way, the possibility should be explored of the joint employment of specialist staff, either full-time or part-time, by more than one authority. Other part-time staff might include men with qualifications such as that of a youth leader, to provide the additional male element in the care of the children and to arrange occupation and recreation, and visiting teachers (by arrangement with the local education authority) whose services might be available either in lieu of, or in supplementation of, those of the qualified teachers referred to in paragraph 22(c) above.

CO-OPERATION WITH THE STAFF OF THE CHILDREN'S OFFICER

24. While the child is in the reception centre, the staff of the children's officer should be inquiring into the child's home circumstances. It is to be expected that trained boarding out officers will be able to make a satisfactory assessment of a child's family background, but it may be necessary in difficult cases to obtain the assistance of the psychiatric social worker of the child guidance team. It is important that an officer of the children's officer's staff should get to know the child while he is at the centre, and should be present at the case conference when his placing is discussed.

CO-OPERATION BETWEEN LOCAL AUTHORITIES

25. It is recommended that, in all suitable cases, local authorities should co-operate in the joint use of reception centres to serve the needs of adjoining areas, and thus achieve the most economical use of accommodation and trained and specialist staffs. Arrangements should also be made for co-operation between centres to meet emergencies such as may arise through the suspension of admissions to a centre because of an outbreak of infectious illness.

APPENDIX IV

(See paragraphs 53 and 74 of the Report)

RESIDENTIAL NURSERIES

Memorandum by the Home Office, circulated in June, 1950, for the Guidance of Local Authorities and Voluntary Organisations on the Provision and Conduct of Residential Nurseries

GENERAL

1. It is accepted that children coming into care who are likely to remain in care indefinitely should be suitably placed as soon as possible ; it follows that, for most children under the age of five, boarding out or, failing that, placing in a small family group in a children's home is better than residence in a nursery. Some young children, however, for physical or other reasons, need for some time after coming into care the expert attention which can best be provided in a residential nursery.

2. Among children in care are young children who require care during short periods when their mothers are temporarily unable to look after them and have not been able to make other arrangements. As far as these young children coming into care temporarily cannot suitably be boarded out, it will usually be necessary for them to be accommodated in residential nurseries.

3. Residential nursery accommodation should accordingly be limited to provision for :

- (a) Children under the age of two admitted for assessment, that is (see paragraph 26 below), those who come into care indefinitely and those coming into care temporarily who are judged to be suffering from any physical or mental defect ;
- (b) children under the age of five who come into care for an indefinite period and cannot be boarded out or placed in a small family group in a children's home ;
- (c) children under the age of five who come into care temporarily and cannot be boarded out or, if the occasion arises, placed with other children of the same family in a short-stay children's home.

There will be among the children some who, in any event, need for the time being the expert care which can best be provided in a residential nursery.

4. The maintenance of residential nurseries makes heavy demands on qualified staff whose numbers are limited ; at the same time, it is essential, from the point of view of the children's welfare, that the staffing should be adequate. Accordingly, it is recommended that the smaller authorities, when planning the provision of nursery accommodation, should consider the possibility of joint arrangements, where the alternative would be the maintenance of a nursery too small to form an economic unit.

5. The recommendations made in this memorandum for the guidance of local authorities are based on advice tendered to the Secretary of State by the Advisory Council on Child Care. The recommendations apply, likewise, to residential nurseries provided by voluntary organisations.

ORGANISATION OF RESIDENTIAL NURSERIES

ACCOMMODATION OF CHILDREN IN CARE FOR INDEFINITE PERIODS AND OF THOSE IN CARE TEMPORARILY

6. Since the proportion of long-stay and short-stay children coming into care cannot be foreseen with any certainty, it will not be practicable to allot separate accommodation for the two categories of children on any rigid plan. The following points should, however, be borne in mind. It is important that long-stay children should not be disturbed by the frequent movement in and out of short-stay children. Where the numbers warrant it, the best course will be to have separate nurseries for the two

categories of children. Where the numbers justify only one nursery in an area, it may be possible to separate to some extent the short-stay from the long-stay children in the same nursery. Where, however, there are only a few long-stay children in a nursery, they will often gain rather than lose by association with the short-stay children. The desirability of separating the two categories of children in sufficiently large groups underlines what is said in paragraph 4 above as to the adoption where necessary of joint arrangements by two or more authorities.

AGE RANGE

7. The first essential is to consider the individual needs of each child (see paragraph 26 below) and, where he is likely to remain in care indefinitely, to arrange for his suitable permanent placing as soon as possible. Where permanent placing is not practicable for the time being, the next consideration is to avoid unnecessary moves ; the aim should be to enable a child to stay in one nursery until he can be suitably placed in another way or until he reaches an age when he has to leave the nursery. Another consideration is the importance of giving the younger children opportunity for development by association with older children, and of avoiding the stultifying effect on a child of living as a member of a group aged 0-2 or 0-3. Equally, it is undesirable that children should remain in a nursery after reaching an age when they are too vigorous for the younger children, and when their development may be retarded by continued association with young children. It is recommended, therefore, that residential nurseries should provide for the age range 0-5. This age range covers the period during which children need nursery care, obviates undesirable moves from one nursery to another, and avoids the added risk of infection to which the nursery would be exposed if the upper age limit were higher and children of compulsory school age were going out to school.

8. The age range cannot in the nature of things be rigid, since chronological age is not always a reliable guide. A child should be moved at the time most suited to his needs and should not be subjected at the same time to removal from his nursery and to starting school. To meet the various considerations that may arise, these recommendations are made :—

- (a) the move from the nursery of children whom it has not been possible to place suitably in another way should preferably take place about three months before the child reaches the age of five ;
- (b) unless, for physical or other reasons, there is need initially for the care that a nursery provides, a child coming into care between the ages of four and five should not normally be placed in a nursery, but should go into a small family group in a children's home if he cannot immediately be boarded out ;
- (c) a child in a nursery might, exceptionally, remain there after reaching the age of five, for reasons of the kind indicated in (b) above.

SIZE OF NURSERY

9. It is important that nurseries should not be too large, but that at the same time they should be of sufficient size to be capable of being run as economic units. If adequate staffing is to be achieved, as it must be in the interests of the children, undue demands on the available qualified staff are to be avoided. It is considered on balance that in establishing new nurseries the aim should be to provide for thirty children, and that it would be in the interests of the children if not more than half of the group were under the age of two. Older and younger children will usually require separate accommodation for their own activities, but there should be some rooms and outside playing space in common, so that the younger children may have the advantages, ordinarily enjoyed by children living at home, of association with older children.

10. It will be necessary for the time being to retain some nurseries which provide for more than thirty children. The numbers in these large nurseries should be limited as far as circumstances permit, and it is recommended that the accommodation should be organised in small units.

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STANDARDS OF ACCOMMODATION

11. The following standards are recommended :—

Night nurseries	...	...	...	50 square feet for the first two beds in a room, and 45 square feet for each succeeding bed. 3 feet between sides of adjacent beds. Small rooms desirable.
Play rooms	...	...	...	25 square feet per child aged eight months and over. At least two rooms. Easy access to garden.
Dining-room	...	...	...	10 square feet per child aged two years and over.
Living room	...	...	...	Family sitting-room for the use of children and staff.
Staff accommodation			...	Separate bedrooms. Adequate rooms for dining, leisure and study. Small utility room for washing personal clothing, etc. Ample washing and sanitary facilities. Adequate provision for domestic staff.
Domestic accommodation			...	Adequate kitchen, scullery, larder and food stores.
Milk room	...	...	...	Sink (hot and cold). Gas or electric unit. Refrigerator. Fly-proof window.
Sanitary accommodation			...	Suitable to the age of the children. Washbasins : 1 for every 3 children aged two years and over. Baths : 2 or 3 for children aged 0-1 year and 2 or 3 for children aged 1 year and over in a unit of 30 children, according to staff available for bathing. The smaller baths may be portable. W.Cs. : 1 for every 5 children aged 2 years and over. Long chains should be provided. Inserta pads are not recommended. Chamber pots : Separate for each child where needed. Racks or hooks for storing. Sluice : Washbasin for staff use adjoining.
Cloakroom	...	...	...	Low hooks for outdoor clothing. Space for shoes, slippers, and Wellington boots.
Sick bay	80 square feet per bed. 6 feet between sides of adjacent beds. Not less than two rooms if more than 20 children. 10 per cent of total accommodation. Washbasin in each sick room for staff use. Adjacent staff room if no staff on night duty. Glass isolation cubicles are not favoured.

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Laundry	Facilities for washing and drying clothing, etc. Separate boiler for napkins.
Storage	Adequate space for household goods, linen, clothes, and suitcases of staff. Airing cupboard. Stretcher beds. Perambulators.
Garden	Grass lawn, tree shade, some hard surface, and space for outdoor play equipment.

SAFETY PRECAUTIONS

12. The advice of the Fire Prevention Officer should always be obtained on fire precautions, and frequent fire drills should be held. Open, electric or gas fires should be provided with fixed fire-guards, and radiators and hot pipes should be suitably guarded. Medicines and disinfectants should be kept in locked cupboards to which the children cannot get access. Where windows, verandahs or staircases are potentially dangerous, or where there are main roads, ponds, rivers, etc., in the vicinity, the risks should be assessed, and suitable safety measures taken. The space between bars of all new cots should be that recommended by the British Standards Institution ; some articles made to specifications approved by the Institution bear a distinguishing mark, but in cases of doubt enquiry may be made of the British Standards Institution, 28, Victoria Street, London, S.W.1. Safety catches on cots should be examined frequently to ensure that they are effective. Pillows are not advised for children under one year owing to the risk of suffocation.

MEDICAL ARRANGEMENTS

13. It is important that the doctor visiting the nursery should be experienced with children. The duties should include medical examination of children on admission and subsequent routine examinations, the provision of suitable medical attention as required, the keeping of medical records, and general supervision of dietary, health and hygiene. In order that the doctor may keep in close touch and be able to discuss the children and the arrangements for their care with the matron of the nursery, a visit at least once a week is required. A new admission should be seen by the doctor within twenty-four hours.

14. It is obviously desirable that one doctor should undertake all the duties, but this may not always be practicable. A general practitioner may not wish to undertake general supervision or routine examinations, while the local authority may not be able to arrange for one of their medical officers to be on call for emergencies though able to provide an experienced doctor for the general supervision and routine examinations. The treatment of sick children can be provided under the National Health Service Act, but payment will have to be made for the general supervision and the routine examinations which are outside its scope.

15. The advice of the Medical Officer of Health should be sought on all medical matters affecting nurseries provided by a local authority, including the appointment of the medical officer and, where it arises, the allocation of duties between two doctors ; and on the medical aspects of the planning of accommodation and staffing of nurseries.

16. It is recommended that the frequency of medical examinations and of other routine arrangements should be as follows :—

(a) Medical examination	... On admission. Monthly for children aged 0-1 year. Quarterly for children aged 1 year and over. On discharge.
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(b) Weight (in a single garment) ...	<p>On admission. Weekly for children aged 0-6 months. Monthly for children aged 6 months to 2 years. Quarterly for children aged 2 years and over. On discharge.</p>
(c) Height	Quarterly for children aged 2 years and over.
(d) Dental inspection	<p>This is very desirable for children over the age of 2 and, if possible, should be arranged shortly after admission and at intervals of not more than six months.</p>
(e) Medical records	<p>Individual records should be kept showing condition on admission, and progress, and should include a record of all sickness. Date of immunisations should be noted. Condition on discharge should be recorded.</p>

Suitable medical record cards for children under the age of five can be obtained from H.M. Stationery Office (Sales Offices), price twelve shillings net per hundred (exclusive of purchase tax) for the cards, and eight shillings net per hundred (exclusive of purchase tax) for continuation cards. The cards should be ordered under the reference "Home Office RNM", and the continuation cards under the reference "Home Office RNM(C)". (It is assumed that records of the background and general development of all children in care will be kept).

17. In view of the close contact between nursery staff and children, it is desirable to safeguard the well-being of the children by ensuring, as far as is possible, that the staff are free from any disorder likely to harm the children. A medical examination, including an X-ray of the chest, before appointment, and subsequently at yearly intervals, is advisable, and local authorities (and voluntary organisations) are recommended to consider the measures which should be taken to this end and to consult Regional Hospital Boards as to ways and means of arranging for X-ray examinations. Further, it is desirable that young nursery nurses, in their own interests, should have been immunised recently against diphtheria, as most of the children will have been immunised and some may be carriers.

DIET

18. Attention is drawn to the booklet *Feeding the One to Fives*, a new edition of which has been prepared recently by the Ministry of Health, who have sent copies to Medical Officers of Health. Copies of the booklet are obtainable at H.M. Stationery Office (Sales Offices), price 6d. (post free, 7d.), or through any bookseller.

STAFFING

19. The young child's need of affection is as vital as his need of proper physical care. It is important, therefore, that the nursery staff, both professional and domestic, should be people with a warm interest in young children and a sympathetic understanding of their nature and their needs. The employment of the right type of man as gardener or handyman—a person to whom the children can talk—provides a useful contact with men, so often lacking in nurseries. The upbringing of the children should be the concern of the staff as a whole, and all should be encouraged to take an active interest in the running of the nursery and in the well-being and development of every child. Regimentation and rigidity in the conduct of a nursery are to be avoided at all costs. The wearing of overalls instead of uniform, and avoidance of the use of nurses' headgear, help towards a homelike atmosphere.

20. The person in charge of a nursery should have had experience in the care of healthy as well as of sick children. Both she and her deputy should be resident, and at least one of them should have a recognised qualification, such as that of state registered nurse, state registered sick children's nurse, state registered fever

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nurse, or certificated nursery nurse, with adequate experience. If only one of them has such a qualification, the other should have had experience equivalent to that gained in obtaining such a qualification, or experience in a residential nursery. It might sometimes be found, for example, that a nursery school teacher with experience in a residential nursery could suitably be appointed as the person in charge, or deputy, if the person holding the other appointment had one of the recognised qualifications mentioned above.

21. In a nursery for thirty children, it is considered that, to enable the children to receive the individual attention which they require, and to allow for off-duty time, holidays and sickness, the staff should include, in addition to the person in charge and her deputy, four nursery nurses, two to four nursery assistants and, where possible, two wardens (i.e. persons who, having completed the Supplementary Child Care Reserve Course, will have had experience in the care and teaching of children of nursery school age). One of the wardens should have as her special charge the children aged 1-2. Generally, the ratio of staff (excluding domestic staff) to children should be not lower than 1 : 3; while the aim should be 1 : 2½. For the purpose of the staff ratio, three students should be counted as one member of staff. The ratio of students to staff (other than domestic staff) should not be higher than 2 : 1. A preponderance of staff under the age of twenty should be avoided.

22. The nursery staff should be supplied with, and encouraged to study, suitable books on modern methods of child care. The attendance of senior trained staff at suitable refresher courses in child care should also be encouraged.

ARRANGEMENTS ON ADMISSION

23. It is considered that special accommodation for new admissions is not required, and that the sick-bay accommodation could be used when necessary. If there are no signs or symptoms of infectious disease and no history of exposure to infection, a child over the age of two years might be allowed to mix with the other children at once to prevent a sense of loneliness. Children in whose case doubt arises, and all children under two years, should be seen by the doctor without delay.

24. It is hoped that it will not often be thought necessary to place new admissions in quarantine, but this will necessarily be for decision by the doctor in the particular case. If for any reason a child has to be kept apart from the others, there will be need for extra mothering and for the provision of toys and suitable interests.

25. If on the initial examination it is found that a child requires hospital or any other special treatment, the necessary arrangements should be made as soon as possible. There should be no delay in arranging for the return of a child from hospital when ready for discharge.

ASSESSMENT

26. It was recommended in paragraph 10 of the memorandum on reception centres which accompanied Home Office Circular No. 128/1949 that children under the age of two on coming into care should be admitted to a nursery separate from a reception centre. The assessment of children under the age of two who come into care indefinitely should accordingly be undertaken in the nursery, to determine whether their needs would best be met by adoption where appropriate, by boarding out, by placing in a small family group in a children's home, or by remaining for the time being in the nursery because of the need for expert attention. There should also be necessary observation of short-stay children under the age of two judged to be suffering from any physical or mental defect. The children should not be segregated for the purposes of assessment, and the services of specialist staff, such as is recommended for reception centres, should not normally be required. If the nursery staff should find difficulty in assessing the needs of a particular child, a call should be made, where possible, on the services of a child guidance clinic or of the specialist staff of a reception centre.

EQUIPMENT

27. While nurseries should be equipped with furniture and fittings suited to the age of the children, the play rooms and the living room should have in them also

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a few comfortable chairs of the family nursery type, and the rooms should be made to look as homelike as possible.

28. All children need plenty of play material, which should be varied in range and should include personal as well as communal possessions. Special play-things, such as a tricycle, which have to be shared by the whole group, have their uses, but are not a substitute for a variety of toys or a good supply of other play material. The children should have easy access to toys and play material at all suitable times ; there should be opportunity for them to keep and look after their belongings, not least because the possession of things and their care provide training in respect for the property of others. Some of the play materials should be of a kind to provide scope for improvisation, and such things as simple dressing up clothes should be available. Outdoor playing space should be made as interesting and varied as possible.

EDUCATION OF CHILDREN IN RESIDENTIAL NURSERIES

29. Children in residential nurseries who live as members of a group may not be fitted for the social training and shared activities of the nursery school in the same way as children living in their own homes. Children in a residential nursery may need relief from companionship. Attendance at a nursery school may require a child to adapt himself to two kinds of communities when his main need is to find stability in one. For these reasons, it is not necessarily desirable that children from a residential nursery should go out to a nursery school where one is available, although older children who have made some adjustment to life in the nursery may often gain much from the added experience and interest of an outside nursery school.

30. In some areas it may be possible to establish a nursery school within the nursery and to bring in to it children from outside. In other areas a better method of meeting the children's need for education may be the provision of informal facilities within the nursery, such as interesting outdoor space, play materials and good nursery playroom facilities which can be available to the children at any time and not for fixed periods each day. The time which, in a nursery school, is spent on communal activities might, in a residential nursery, be used to allow the older children to do things quietly by themselves, to join in ordinary household activities outside the normal routine of the nursery, and to make the casual contacts with outside life, in accompanying members of the staff when they go shopping, which are made by children in their own homes. It will be for local authorities (and voluntary organisations) to consider what form of nursery education may best meet the needs of the children in their care, and in this the Chief Education Officer will be able to give valuable assistance. If informal methods are used, such as those outlined above, it is desirable that they should be an effective substitute for nursery school education.

GENERAL DEVELOPMENT

31. It is important that, in planning the children's day, full allowance should be made for their need to learn to do things for themselves. In some nurseries, the maintenance of the necessary routine has meant that in order to keep up to time the staff do a great many things which the children should try to do for themselves. The result is that children may leave the nursery at about five years of age incapable of doing simple things for themselves or of concentrating on anything for long. While it is undesirable to force a child into independent behaviour too soon, it is equally undesirable to retard his development by denying him opportunity to do things for himself.

32. The failure in development may show itself most in such matters as speech and movement. It is important that children should hear the talk of adults and be talked to individually. Adult mental companionship is essential for development, and the lack of it may lead to dullness and backwardness. Each child needs individual attention and interest if he is to form satisfactory emotional attachments with others. Meal-time should be not only an occasion for social training, but also for the nursery staff to spend time with the children and to show them that they are cared for. Opportunities for walking, climbing and lively play are necessary to promote muscular development, and these activities should be restricted as little as practicable.

APPENDIX IV

33. In many cases local people will be co-opted members of the sub-committees responsible for managing nurseries. The aim should be to make the nursery part of the community in which it is placed, and to encourage people living in the vicinity to take interest and pride in it. Local residents could help to provide outside contacts for the older children.

PLACING FROM THE NURSERY

34. When the time comes for a child to leave the nursery for a permanent placing with a family or in a children's home, it is essential to avoid an abrupt break (see paragraph 8 above). There should be careful preparation for the move, which should be explained to the child, and he should be allowed to pay visits to his future home before he goes to it finally. If a child is to be boarded out, he should be visited several times and taken out by his foster parents before he finally leaves the nursery. A child should take with him, as a matter of course, his personal possessions and some familiar clothes, even if new clothes are provided at the same time.

TRAINING FOR THE NATIONAL NURSERY EXAMINATION BOARD CERTIFICATE

35. The use of residential nurseries for the training of students, and the frequent changes of staff which the training may entail, may affect adversely the sense of security which a good nursery should develop. While it is necessary that students should have experience of residential work, the ratio of students to staff (other than domestic staff) should not be higher than 2: 1. Some nurseries are staffed largely by students, with the result that a child is not the special charge of one person whom he knows ; in others, the numbers of students may be so great that one process, such as feeding or bathing, may be undertaken by two or more students. Not only are the children in such nurseries subjected to continual changes, but they have insufficient opportunity to do things for themselves. In those nurseries in which training is given, each child should be the responsibility of one member of the staff to whom he can always turn.

APPENDIX V

(See paragraph 94 of the Report)

STATUTORY INSTRUMENTS

1948 No. 2408

CHILDREN AND YOUNG PERSONS

VOLUNTARY HOME, ENGLAND

The Voluntary Homes (Registration) Regulations, 1948

<i>Made</i>	- - -	<i>4th November, 1948</i>
<i>Laid before Parliament</i>		<i>5th November, 1948</i>
<i>Coming into Operation</i>		<i>15th November, 1948</i>

In pursuance of the power conferred on me by subsection (2) of section twenty-nine of the Children Act, 1948(a), I hereby make the following Regulations :—

1. Application for registration of a voluntary home under section twenty-nine of the Children Act, 1948, shall—

- (a) if the home was open for the reception of children on the fourth day of July, 1948, be made in the form contained in the First Schedule to these Regulations,
- (b) if the home was not open for the reception of children on the said date, but has been opened for the said purpose since the said date or is intended to be opened for that purpose before the first day of January, 1949, be made in the form contained in the Second Schedule to these Regulations,
- (c) in the case of a home intended to be opened for the reception of children on or after the first day of January, 1949, be made in the form contained in the Third Schedule to these Regulations,

and the form shall be completed by furnishing the particulars set out therein.

2.—(1) These Regulations may be cited as the Voluntary Homes (Registration) Regulations, 1948, and shall come into operation on the fifteenth day of November, 1948.

(2) These Regulations shall not extend to Scotland.

J. Chuter Ede,
One of His Majesty's Principal
Secretaries of State.

Home Office,
Whitehall,
4th November, 1948.

(a) 11 & 12 Geo. 6. c. 43.

Note.—Only the Third Schedule is reproduced in this appendix.

APPENDIX V

THIRD SCHEDULE

CHILDREN ACT, 1948

REGISTRATION OF VOLUNTARY HOMES

Application for registration under section 29 of the Children Act, 1948, of a voluntary home intended to be opened for the reception of children on or after 1st January, 1949.

1. Full postal address of the voluntary home.	
2. Name of the organisation or person intending to carry on the home.	
3. Full name and address of the chairman of the organisation.	
4. Full name and address of the secretary of the organisation.	
5. Date on which it is intended to open the home for the reception of children if application for registration is granted by the Secretary of State.	
6. Number of children (that is, persons under the age of 18) of each sex, and age limits of the children whom it is intended to accommodate in the home.	
7. Number of persons, other than staff, aged 18 or over whom it is intended to accommodate in the home.	

8. If application for registration is granted by the Secretary of State the home will be—

- (a) supported wholly or partly by voluntary contributions ;
- * (b) a home (not being a school within the meaning of the Education Act, 1944) which is not supported wholly or partly by voluntary contributions but is supported wholly or partly by endowments.

* Delete whichever is inapplicable.

I hereby make application for registration of the above-mentioned voluntary home under section 29 of the Children Act, 1948.

Signature of applicant.....

Designation

Full postal address.....

.....

Date.....

APPENDIX VI

(See paragraph 95 of the Report)

VOLUNTARY HOMES

Memorandum by the Home Office, sent to Voluntary Organisations in November, 1948, on the main provisions of the Act affecting Voluntary Homes and Voluntary Organisations in England and Wales

INTRODUCTORY

1. The Children Act, 1948, which came into operation on 5th July, 1948, includes new provision for children deprived of a normal home life who, before that date, were dealt with under the Poor Law, and puts into effect the principal recommendations of the Report of the (Curtis) Care of Children Committee (Cmd. 6922) (and the (Clyde) Scottish Committee on Homeless Children (Cmd. 6911)). The Act places upon the Secretary of State central responsibility for the care and supervision of deprived children generally.

2. The Children Act is designed to ensure, in the words of the Curtis Committee, that "all deprived children shall have an upbringing likely to make them sound and happy citizens, and shall have all the chances, educational and vocational, of making a good start in life which are open to children in normal homes". The Secretary of State will look to voluntary organisations to discharge their responsibilities, with the advice and assistance of the Home Office, in such a way that the children in their charge, alike with those in the care of local authorities, will receive a high standard of material care, and that the atmosphere of security and affection in which they grow up will enable them to realise that they have a place in the community, opportunities and obligations in common with all children. The Act gives local authorities and voluntary organisations alike added responsibilities and new opportunities, which will demand the initiative and imagination of all concerned with the care of the children.

3. While the provisions of the Act relate only to children deprived of a normal home life, the importance must be kept in mind of doing all that is possible to save children from suffering this misfortune. Voluntary organisations may often be able, either themselves or in co-operation with other agencies, to give such help as may be needed to prevent the removal of children from the care of their parents. It is important, too, in all suitable cases that parents whose children are in the care of a voluntary organisation should be helped and encouraged to take the children back into family life as soon as circumstances permit.

4. When a child must be looked after apart from his parents, it is essential that he be treated as an individual; his needs must be assessed in the light of all the information available about his personality, health, conduct, previous history and background. The Secretary of State hopes, therefore, that voluntary organisations, either singly or in co-operation, will provide for the reception of children and for their temporary accommodation in places where there are opportunities for skilled staff to observe the physical and mental condition and to assess the individual needs of the children.

5. As the Curtis and Clyde Committees pointed out, the placing of a child in a suitable foster home is (next to adoption) the nearest approach to giving him a normal home background, and the provisions of the Act as to the accommodation and maintenance of children in the care of local authorities lay emphasis on the desirability of boarding out wherever practicable. The advantages of boarding out apply equally to children maintained by voluntary organisations, and the Secretary of State urges voluntary organisations to make every effort to board out wherever possible the children for whom this method of care is suitable.

MAIN PROVISIONS OF THE ACT

6. The following paragraphs of this memorandum describe the main provisions of the Act as it affects voluntary homes and voluntary organisations, and draw

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attention to the more important modifications of the law. The word "child" as used throughout this memorandum (except in paragraph 8 below) means a person under the age of eighteen.

DEFINITION OF VOLUNTARY ORGANISATION

7. "Voluntary organisation" is defined in section 59 (1) of the Act as a body, other than a public or local authority, the activities of which are carried on otherwise than for profit.

DEFINITION OF VOLUNTARY HOME

8. "Voluntary home" is defined in section 92 of the Children and Young Persons Act, 1933, as a home or other institution for the boarding, care and maintenance of poor children (i.e. persons under the age of fourteen) or young persons (i.e. persons who have reached the age of fourteen but are under the age of seventeen), being a home or other institution supported wholly or partly by voluntary contributions; any institution, house or home certified or approved by the Board of Control (now the Minister of Health) under the Mental Deficiency Acts, 1913 to 1927, is excluded from the definition, unless children or young persons who are not mental defectives within the meaning of those Acts are received there. This definition is amended by sections 27 and 28 of the Children Act. The effect of section 27 is that the expression "voluntary home" is extended to include a home or other institution for the boarding, care and maintenance of poor children or young persons which is supported wholly or partly by endowments but is not a school within the meaning of the Education Act, 1944. The effect of section 28 is to bring within the definition of "voluntary home" homes which cater for persons who have not reached the age of eighteen, instead of seventeen as hitherto.

REGISTRATION OF VOLUNTARY HOMES

9. Section 29 of the Act makes it necessary for voluntary homes to be registered by the Secretary of State. As from 1st January, 1949, no voluntary home may lawfully be carried on unless it is registered by the Secretary of State; and any person who carries on an unregistered voluntary home on or after that date will be guilty of an offence and liable on summary conviction to a fine not exceeding fifty pounds and to a further fine not exceeding two pounds in respect of each day during which the offence continues after conviction. Application for registration must be made to the Secretary of State in the manner prescribed in the Voluntary Homes (Registration) Regulations, 1948 (S.I. 1948 No. 2408).

10. A voluntary home which was open for the reception of children, 4th July, 1948, will be registered on application being made. A voluntary home which was not open for the reception of children on 4th July, 1948, may be granted or refused registration, as the Secretary of State thinks fit. The Secretary of State may remove a voluntary home from the register at any time if it appears to him that the conduct of the home is not in accordance with regulations made or directions given under section 31 of the Act (see paragraph 16 below) or is otherwise unsatisfactory; the Secretary of State must give to the persons carrying on the home not less than twenty-eight days' notice in writing if he proposes to remove a home from the register.

11. As from 1st January, 1949, where a voluntary home is carried on without being registered (see paragraph 9 above as to the penalties), or where notice is given by the Secretary of State of a proposal to remove a voluntary home from the register, the Secretary of State may require the local authority (county or county borough council) within whose area the home is situated to remove from the home all or any of the children accommodated there, and to receive them into their care. The Secretary of State may take this action even though the time for an appeal under section 30 against removal from the register (see paragraph 13 below) has not expired, or though such an appeal is pending.

12. The new registration procedure described above makes unnecessary the control over voluntary homes provided for in section 95 of the Children and Young Persons Act, 1933; section 95 is accordingly repealed as from 1st January, 1949.

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13. Section 30 gives a right of appeal to the persons carrying on a voluntary home, or intending to open a voluntary home, against a proposal of the Secretary of State to remove the home from the register or his refusal to register it, as the case may be. Such an appeal must be lodged with the Secretary of State within fourteen days of his giving notice of a proposal to remove a home from the register, or of his refusal to register a home. An appeal so lodged will have the effect of requiring the Secretary of State to refer the issue for decision to a tribunal constituted as provided for in Part I of the First Schedule to the Act.

14. Where the appeal is against a proposal to remove a home from the register, the home will not be removed until the tribunal reaches a decision. The tribunal is to consist of a chairman appointed by the Lord Chancellor from a legal panel established by him, and two other members appointed by the Lord President of the Council from a welfare panel established by him. The members of the welfare panel are to be persons with experience of children's welfare work. No officer of any Government department may be appointed to either of the panels.

NOTIFICATION OF PARTICULARS WITH RESPECT TO VOLUNTARY HOMES

15. Apart from the new registration requirements described above, the person in charge of a voluntary home is required by section 93 of the Children and Young Persons Act, 1933, to send to the Secretary of State, before a prescribed date each year, particulars prescribed by him with respect to the home. In the case of a newly established home, the particulars have to be sent within three months from the establishment of the home. (*Note* : A home established before 5th July, 1948, which becomes a voluntary home by reason of the amendment of the definition of that expression (see paragraph 8 above) is held to have been established on 5th July, 1948 (paragraph 7 of the Second Schedule to the Children Act)).

REGULATIONS UNDER SECTIONS 31 AND 33

16. Section 31 empowers the Secretary of State to make regulations as to the conduct of voluntary homes and for securing the welfare of the children in the homes. Under section 33 (1) the Secretary of State may make regulations controlling the making and carrying out by voluntary organisations of arrangements for the emigration of children. Section 33 (3) enables the Secretary of State to make regulations as to the welfare of children boarded out by voluntary organisations. These various sets of regulations are in course of preparation and will be made in due course.

AFTER-CARE

17. Where a child who has reached school leaving age ceases to be in the care of a voluntary organisation, the organisation are required by section 34 to inform the local authority (county or county borough council) for the area in which the child proposes to reside. A local authority are under obligation to advise and befriend until he reaches the age of eighteen (unless they are satisfied that his welfare does not require it) any child in their area who is known to the authority to have ceased to be in the care of a voluntary organisation since reaching school leaving age ; but the local authority may arrange for the voluntary organisation to advise and befriend the child, if they are satisfied that the organisation have the necessary facilities for doing so. Where it comes to the knowledge of a voluntary organisation that a child whom they have been so advising and befriending proposes to transfer or has transferred his residence to the area of another local authority, the organisation must inform that authority.

18. For the purpose of section 34, it would be reasonable to regard a child as having ceased to be in the care of a voluntary organisation if he was no longer maintained in a voluntary home or boarded out by the organisation. This would not apply, of course, to cases where a child was accommodated temporarily in some other way, e.g. in hospital, or was at a boarding school.

CHILDREN PLACED BY LOCAL AUTHORITIES IN VOLUNTARY HOMES

19. Under section 13 (1), where it is not practicable or desirable for the time being to board out a child in their care, a local authority (county or county borough council)

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may place the child in a voluntary home the managers of which are willing to receive him ; but (by section 16 (2) of the Act) no child in the care of a local authority may be placed in a voluntary home which does not afford facilities for him to receive a religious upbringing appropriate to the persuasion to which he belongs.

GRANTS AND CONTRIBUTIONS FROM PUBLIC FUNDS

20. Section 45 enables the Secretary of State if he thinks fit to contribute towards the expenses of persons accepted for approved training in child care, including persons already employed in child care work, and to make grants towards expenses incurred by any body of persons in providing such training.

21. While voluntary organisations carrying on voluntary homes will continue to rely on the sources of income which have been available to them in the past, that is, voluntary contributions, endowments, etc., section 46 (1) of the Children Act enables the Secretary of State if he thinks fit to make grants towards the expenses of voluntary organisations in certain circumstances for improving the premises or equipment of voluntary homes, or for securing that voluntary homes will be better provided with qualified staff. It may be assumed that the making of grants under section 46 (1) will be considered only for homes which have the right perception of child care but lack funds to make improvements judged by the Secretary of State to be necessary in premises, equipment or staffing. Grants will not be available towards any other expenses of voluntary homes. Section 46 (2) empowers a local authority (county or county borough council), with the consent of the Secretary of State, to make contributions to any voluntary organisation whose object or primary object is to promote the welfare of children.

INSPECTION AND VISITING

22. The Secretary of State is now responsible for the inspection of the great majority of voluntary homes, including those whose inspection was formerly the responsibility of the Minister of Health under the Poor Law Act. Section 54 (2) of the Children Act gives inspectors appointed by the Secretary of State powers of entry and inspection additional to those which they have under the Act of 1933, including the power to inspect any place where a child is boarded out by a voluntary organisation.

23. Section 54 (3) requires a local authority (county or county borough council) to cause children in voluntary homes in their area to be visited from time to time in the interests of the well-being of the children, and persons authorised by the local authority are given the necessary powers of entry. Under section 54 (4) persons so authorised may also visit any voluntary home outside the area of the local authority to see children in the home who are in the authority's care. Local authorities have been informed that if, as a result of a visit by a person authorised by them, they have reason to think that there is need to examine the conduct of a voluntary home, or that there is any matter in regard to the home which should be brought to notice, they should report the circumstances to the Secretary of State, on whom the responsibility for inspection rests.

24. A list showing the names of the children maintained in a voluntary home should be available for the information of persons authorised by the local authority to visit the children in the home, and of inspectors appointed by the Secretary of State.

CHILD LIFE PROTECTION

25. Subsections (2), (3) and (4) of section 37 of the Children Act have the effect that nothing in the child life protection provisions of the Public Health Act, 1936, and the Public Health (London) Act, 1936, or in section 7 of the Adoption of Children (Regulation) Act, 1939, is to apply in relation to children in voluntary homes and children boarded out by voluntary organisations. (In certain cases some of these provisions were already inapplicable). It is now, therefore, unnecessary for a voluntary home or a voluntary organisation to notify the local authority of children placed with the home or the organisation for reward, or of children placed in their care or possession without reward under arrangements in which a person other than a parent or guardian of the child participates. The supervision of the children

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so exempted is provided for in the Act or will be governed by regulations to be made under the Act.

ADVISORY COUNCIL ON CHILD CARE

26. Section 43 provides for the appointment by the Secretary of State of an Advisory Council on Child Care for the purpose of advising him on matters connected with the discharge of his functions under the Children Act and certain other enactments, including Part V of the Children and Young Persons Act, 1933 (which Part deals with voluntary homes).

INQUIRIES

27. This memorandum is designed to assist voluntary homes and voluntary organisations to interpret the main provisions of the Children Act as affecting them, but it is not to be taken as representing an authoritative statement of the law. Voluntary homes or voluntary organisations which are in any doubt as to their obligations under the Children Act should write for guidance to the Children's Department, Home Office, Whitehall, London, S.W.1.

APPENDIX VII

(See paragraph 132 of the Report)

CENTRAL TRAINING COUNCIL IN CHILD CARE

LIST OF MEMBERS IN DECEMBER, 1950

- Professor W. O. Lester Smith, C.B.E.,
Professor of Sociology of Education, University of London. (Chairman.)
- *Mr. R. Beloe,
Chief Education Officer, Surrey.
- Dr. C. Fraser Brockington,
Medical Officer of Health, West Riding of Yorkshire County Council.
- Mrs. S. O. Davies,
Merthyr Tydfil, Glamorganshire.
- Mrs. Thelma Denholm,
Chairman of the Juvenile Court in the Durham Division of Durham County.
- Miss D. E. M. Gardner,
Head of the Department of Child Development, University of London Institute of Education.
- Mr. A. W. Gibson,
Principal of the Dudley and Staffordshire Technical College ; Secretary of the Association of Principals of Technical Institutions.
- Miss C. L. Goble, M.B.E.,
Principal Boarding Out Officer, London County Council.
- Dr. Evelyn Lawrence,
Director of the National Froebel Foundation.
- *Professor Alan Moncrieff,
Nuffield Professor of Child Health, Director of the Institute of Child Health, University of London.
- Mr. J. Moss, C.B.E.,
Executive Officer, Residential Services Department, Kent County Council.
- Mrs. Helen Murtagh,
Formerly Chairman of the Birmingham City Children's Committee.
- *Mr. J. Ross,
Assistant Under Secretary of State, Home Office.
- Mr. E. L. Russell,
Chief Education Officer, Birmingham.
- Professor T. S. Simey,
Professor of Social Science, Head of the Department of Social Science, University of Liverpool.
- Miss Margaret Weddell, O.B.E.,
Formerly Principal, Manchester Training College of Domestic Economy.
- Miss E. L. Younghusband, M.B.E.,
Lecturer in Social Science, London School of Economics and Political Science ;
Chairman, Metropolitan Juvenile Courts.

* Also members of the Advisory Council on Child Care.

APPENDIX VIII

(See paragraph 156 of the Report)

ADVISORY COUNCIL ON CHILD CARE

LIST OF MEMBERS IN DECEMBER, 1950

- *Professor Alan Moncrieff,
Nuffield Professor of Child Health, Director of the Institute of Child Health,
University of London. (Chairman).
- Lady Allen of Hurtwood,
President of the Nursery School Association of Great Britain ; United Nations
Social Welfare Officer.
- Mr. E. Ainscow,
Children's Officer, London County Council.
- Mr. D. C. Barnes,
Assistant Secretary, Ministry of Labour and National Service.
- Dr. Muriel Barton Hall.
- *Mr. R. Beloe,
Chief Education Officer, Surrey.
- Miss S. C. Bertie,
Principal of the Wynyard Hall Training College, County Durham ; President
of the National Union of Teachers.
- Councillor Mrs. F. M. Brown,
Chairman of the Bristol Children's Committee.
- Mr. P. B. Dingle,
Town Clerk, Manchester.
- Mr. R. N. Heaton,
Under Secretary, Ministry of Education.
- Councillor Mrs. K. W. Jones-Roberts, O.B.E.,
Chairman of the Merioneth County Children's Committee ; Chairman of the
Blaenau Ffestiniog Juvenile Court.
- Mr. P. T. Kirkpatrick,
General Superintendent of Dr. Barnardo's Homes.
- Mrs. Dermot Morrah,
Chairman, Metropolitan Juvenile Courts.
- Miss L. M. Rendel, O.B.E.,
Hon. Director of the Caldecott Community, Kent.
- *Mr. J. Ross,
Assistant Under Secretary of State, Home Office.
- Hon. David Smith,
Vice-Chairman of the National Society for the Prevention of Cruelty to Children.
- Mr. S. F. Wilkinson,
Under Secretary, Ministry of Health.

* Also members of the Central Training Council in Child Care.

APPENDIX IX

(See paragraph 161 of the Report)

Joint Circular from the Home Office, Ministry of Health and Ministry of Education, on Children Neglected or Ill-treated in their own Homes

Issued to the Councils of Counties and County Boroughs for action and to the Councils of Metropolitan Boroughs and County Districts for information, on 31st July, 1950.

1. The Secretary of State, the Minister of Health and the Minister of Education, in consultation with the Secretary of State for Scotland, have had under consideration what more might be done to prevent the neglect or ill-treatment of children in their own homes, and a copy of a statement on the subject which was made by the Secretary of State in Parliament on 20th July, 1950, is appended.
2. The action to be taken on the discovery of neglect or ill-treatment must necessarily depend on the circumstances of the case. Neglect and ill-treatment are due to a wide variety of causes, ranging from the poor health of an affectionate mother to brutality and dislike of the child. Among other contributory factors are lack of help in the home, bad housing, ignorance of the elementary principles of home management, sub-normality of one or both parents or of the child, frequent pregnancies, laziness, and unhappy relations between parents. It is apparent that, while in some cases prosecution and the removal of the child from home may be the only possible course, in many it will be feasible to remove or mitigate the causes of neglect by social action.
3. In their capacities as health authority, education authority, welfare authority, housing authority, and as the authority for the purposes of the Children Act, 1948, local authorities have powers to assist families and so avoid the enforced removal of children from their homes. In particular there are : the arrangements for the care of expectant and nursing mothers and of children not attending school which the local health authority have a duty to make under the National Health Service Acts ; the health visiting service which they have a duty to provide, either direct or through the agency of voluntary organisations ; the arrangements which may be made for the prevention of illness, the care of persons suffering from illness or mental deficiency, or the after-care of such persons ; and the domestic help service which may be provided where help is required owing to the presence of any person who is ill, a child or an old person. Where the care of an old or handicapped person is involved, the welfare department of the local authority may be able to help under the National Assistance Act, 1948. Further assistance may be rendered by the housing manager, school attendance officer and sanitary inspector in cases which fall within their scope. Where there is a mental health problem, the psychiatric or other social worker might usefully be consulted. For those who are able and willing to make use of them, there are also the general facilities for further education, including instruction in housecraft and mothercraft, provided by local education authorities under the Education Acts. Education authorities may also provide leisure-time facilities for school children and young people who have left school. Where the mother is ill or for other reasons is unable to look after her children, and cannot arrange for them to be cared for suitably by a relative or friend, it may be for the local authority to receive the children into care temporarily under the Children Act, 1948.
4. If a family is in need of financial aid the National Assistance Board may be able to assist. The Board's visiting officers report matters which come to their notice and which seem to be relevant to the welfare of the family, so that other agencies can be brought in where appropriate.
5. The voluntary organisations specially formed to deal with neglect and ill-treatment of children are the societies for the prevention of cruelty to children, namely the National Society for the Prevention of Cruelty to Children, the Liverpool Society

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and the Birkenhead and Wirral Society. These societies are authorised to institute care or protection proceedings under the Children and Young Persons Act, 1933. In addition, there are other voluntary organisations concerned with the welfare of families generally which assist in dealing with cases of neglect.

6. If effective help is to be given at an early stage, it is essential that there should be co-ordinated use of the statutory and voluntary services. Some authorities have already taken steps to this end, and the Ministers are convinced that it is by means of improved co-ordination that this complex problem can best be dealt with. Without co-ordination, information may not reach the service which could be of most assistance until valuable time has been lost. If the right help is not given in time, children who might otherwise have remained with their parents may have to be removed from home because deterioration has gone too far.

7. The Ministers accordingly ask the Council to ensure that in their area the most effective use is made of existing resources. It will be for the local authority to determine what steps they should take to this end, but it is suggested that the necessary co-operation could be achieved by arrangements on the following lines :—

- (a) to designate through one of their existing committees, or themselves designate, an officer to be responsible under them for enlisting the interest of those concerned and devising arrangements to secure full co-operation among all the local services, statutory and voluntary, which are concerned with the welfare of children in their own homes. In counties, the co-operation of the housing and sanitary authorities would no doubt be sought ;
 - (b) to arrange for the designated officer to hold regular meetings of officers of the local authority and other statutory services, and of local representatives of the voluntary organisations. In counties, it might be thought desirable to have the meetings in a number of sub-areas, particularly where schemes of decentralised administration of local health services are being operated ;
 - (c) to arrange for significant cases of child neglect, and all cases of ill-treatment, coming to the notice of any statutory or voluntary service in the area to be reported to the designated officer, who would arrange for such cases to be brought before the meeting so that, after considering the needs of the family as a whole, agreement might be reached as to how the local services could best be applied to meet those needs.
8. Local authorities are asked to inform the Home Office of the arrangements which they have made. Questions arising out of these arrangements which relate to particular services of the authority should be referred to the central department concerned with that service.
9. The cost of measures taken by the local authority to deal with particular cases of neglect should, as at present, be met by the service concerned. The administrative expenses of co-ordination should be charged to the service in which the officer made responsible for this is employed, and will attract any Exchequer grant applicable to that service.

APPENDIX TO CIRCULAR

Statement made by the Secretary of State in Parliament on 20th July, 1950.

The Government have, as promised, considered the issues which were raised in the Debates in Parliament in July and December of last year on the subject of children neglected or ill-treated in their own homes. They have been assisted by a report furnished to their Ministers by a Working Party of officials of the Home Office, Ministry of Health, and Ministry of Education ; and the corresponding Scottish Departments, which examined the various aspects of the matter.

The Government have reached the conclusion that the present need is not for an extension of statutory powers, or for enquiry by a Departmental committee, but for the fully co-ordinated use of the local authority and other statutory and voluntary services available. Local authorities already have wide powers to assist

APPENDIX IX

families, and health visitors, teachers, school attendance officers and others in regular contact with children are in a position to assist in bringing cases of neglect or ill-treatment to light. In addition, voluntary organisations, in particular the National Society for the Prevention of Cruelty to Children and the Royal Scottish Society are engaged in work in this field. The resources of local statutory and voluntary effort cannot, however, be used to the best advantage unless there is effective co-ordination. It is of the first importance that help where needed should be given at an early stage, and that information should reach the service which could be of most assistance before valuable time has been lost and harm has been done. If the right help is not given in time, children who might otherwise have remained with their parents may have to be removed from home because deterioration has gone too far.

The Government have accordingly decided that the right course is to ask local authorities to introduce arrangements designed to ensure that action is co-ordinated to make the most effective use of the available resources, statutory and voluntary alike. The councils of counties and county boroughs (in Scotland, the councils of counties and large burghs) are being asked to make suitable arrangements to secure co-ordination among all the local services, statutory and voluntary, which are concerned with the welfare of children in their own homes. This might well be achieved by designating an officer of the local authority whose task would be to ensure such co-ordination. By this means, significant cases of child neglect and all cases of ill-treatment coming to the notice of any statutory or voluntary service in the area could be considered, and agreement reached as to how the local services could best be applied to meet the need. The Government are convinced that it is on these lines that the problem can best be tackled, and are confident that local authorities and voluntary organisations concerned can be relied upon to co-operate freely in putting the arrangements into effect.

APPENDIX X

(See paragraph 201 of the Report)

JUVENILE DELINQUENCY

I. INTRODUCTION

(Reproducing the terms of a letter to Chairmen of County Councils and Lord Mayors, or Mayors, of County Boroughs)

The publication of the Criminal Statistics for England and Wales for the year 1947 (Cmd. 7528) and the debate on the subject in the House of Lords on 23rd November, 1948, on the motion of the Archbishop of York, focused public attention on the persistence of a high rate of delinquency, and in particular on the serious increase in the number of juvenile offenders in the first part of 1948 as compared with the same period of 1947. The seriousness of the situation is plainly seen from the figures given in the accompanying memorandum. There is need for energetic action by all who may be in a position to help.

To this end a preliminary conference was held on 2nd March, 1949, at which, among others, representatives of the churches, local authorities, juvenile courts, teachers and voluntary organisations were present. At the opening of the conference the following letter from His Majesty The King was read :—

“ His Majesty was very glad to learn from you of the efforts which you and the Minister of Education are making to deal with the disturbing problem of juvenile delinquency.

Both The King and The Queen agree with you that insistence on a right standard of moral values, particularly when based on good influence in the home, is of supreme importance.

Their Majesties trust that every success may attend your endeavours to ensure that the right guidance is given to young people in this country.”

There was general agreement at the conference that for the most part no quick or easy remedy could be expected, since the causes of anti-social behaviour are varied and usually deepseated, and remedies, if they are to be effective, must go to the roots. It was recognised that standards of conduct could be influenced both by a direct appeal to the moral values of honesty and truthfulness, in which the churches and kindred organisations might most appropriately take the lead, and by practical measures directed to removing social causes of delinquency. It was accordingly agreed that in each area the leaders of public life should be invited to call into conference those who could contribute to the solution of the local problem. The local press may be expected to be interested and ready to help.

It was thought that the local conference, as well as joining in measures instituted by the churches and other organisations for the raising of standards of conduct and influencing public opinion, might make arrangements, on the lines indicated in paragraphs 10 and 11 of the memorandum, first, for an intensive study of the problem of juvenile delinquency in the area, the particular forms which it takes, and the main influences giving rise to it ; and, secondly, for securing more effective co-operation among the organisations responsible in one way or another for the welfare of young people.

We therefore write to suggest that you should convene a local conference for this purpose. We are putting this suggestion to all Chairmen of County Councils (who will want to secure the co-operation of County District Councils) and to Lord Mayors, or Mayors, of County Boroughs, and we hope you will act on it ; we believe that local initiative and the pooling of local experience may do much to avert the evils which mar the lives of many who, given wise guidance at the right time, could be good citizens.

J. CHUTER EDE,
Secretary of State for the Home Department.

GEORGE TOMLINSON,
Minister of Education.

Home Office,
Ministry of Education,
London, April, 1949.

APPENDIX X

II. MEMORANDUM
STATISTICS

1. Number of children and young persons found guilty of indictable offences in England and Wales—all Courts. (Appendix II of Criminal Statistics, 1947).

Year	Boys				Girls			
	Number of offenders		Number per 100,000 of the population of boys in the age group		Number of offenders		Number per 100,000 of the population of girls in the age group	
	8 and under 14	14 and under 17	8 and under 14	14 and under 17	8 and under 14	14 and under 17	8 and under 14	14 and under 17
1938 ...	14,724	11,645	798	1,131	835	912	46	90
1939 ...	16,724	12,281	930	1,248	941	889	53	91
1940 ...	23,167	16,071	1,304	1,674	1,449	1,500	83	158
1941 ...	23,083	17,000	1,324	1,824	1,530	1,981	89	214
1942 ...	20,382	14,691	1,184	1,613	1,563	1,913	93	212
1943 ...	21,058	14,212	1,234	1,591	1,666	1,827	100	206
1944 ...	22,525	14,625	1,330	1,654	1,558	1,846	94	211
1945 ...	22,922	17,349	1,361	1,967	1,500	1,732	92	199
1946 ...	19,912	14,347	1,175	1,638	1,433	1,396	87	162
1947 ...	19,567	13,027	1,140	1,515	1,591	1,509	96	178
*1948 ...	24,686	16,021	1,433	1,907	2,043	1,727	123	212

2. The serious rise in delinquency among children and young persons compared with 1947 is shown by the following provisional figures for 1948 :—

**Boys and girls found guilty of indictable offences in England and Wales
and dealt with in Magistrates' Courts**

	<i>Under 14</i>				<i>14–17</i>	
1947	21,152	13,861
1948	26,715	16,991
Increase in 1948	5,563	3,130
					26 per cent.	23 per cent.

The percentage increase for the age groups 17–21 and 21 and over was 4 per cent. in each instance. The increase for all ages was 11 per cent., the greater proportion of which was in larcenies (9 per cent.), breaking and entering (20 per cent.), and offences against the person (23 per cent.). Among children and young persons, the number of cases of theft from shops and stalls increased from 3,100 to 4,875, a rise of 57 per cent. (as against 13 per cent. among persons aged 17 and over).

3. Provisional figures for 1948 compiled on the lines of Appendix III (A) of the Criminal Statistics, 1947, show that, on the basis of the number of persons of all ages found guilty of indictable offences per 100,000 of the population of their age, the peak age group in 1948 was, for males, 14–15 (2,065 per 100,000 of boys of that age), and, for females, 14–15 (217 per 100,000). The corresponding figures for these groups in 1947 were for boys, 1,490 and for girls 171 per 100,000, whilst in 1938

* Provisional figures subsequently amended to

1948 ...	24,684	15,980	1,433	1,902	no change			
1949 (added for comparison)	23,164	14,126	1,351	1,708	1,717	1,423	104	177

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they were 1,143 and 90 respectively. The peak age group in 1947 was, for males, 12-13 (1,634 per 100,000 boys of that age) and, for females, 16 (193 per 100,000).

4. The following provisional figures show the number of children and young persons found guilty of non-indictable offences at Magistrates' Courts during 1948 :—

					Under 14	14-17
1947	...	...	...	...	8,155	14,212
1948	...	...	...	...	11,118	16,317
Increase in 1948					2,963	2,105
					36 per cent.	15 per cent.

The percentage increases (on much higher figures) for the age groups 17 and under 21 and 21 and over were 16 per cent. and 4 per cent. The increase for all ages was 6 per cent.; among the substantial rises was one of 19 per cent. in the case of malicious damage.

5. These figures are given to show the general trend. The indications are that the largest part of the marked increase in the number of offenders in the 14-17 age group in 1948 is accounted for by those of 14 or 15 years of age. The police and the clerks to justices (assisted by the probation service) will no doubt be able to provide for particular districts statistical data in sufficient detail for use at the meetings of representatives of services as suggested in paragraphs 10 and 11. It would be useful if the statistics could show such information as (a) black spots in the locality both as to area of residence and of offences, (b) the times of offences (time of day, weekends, school holidays), (c) the extent to which offenders were members of gangs, and (d) whether offenders had previous proved offences and, if so, whether they were already on probation.

CAUSES OF JUVENILE DELINQUENCY

6. The main and deep-seated causes of juvenile delinquency are hardly in doubt, though informed opinion varies as to the immediate reasons for the recent increase. Among what might be described as long-term causes stand out unsatisfactory home conditions (bad and overcrowded housing, family conflicts, neglect, lack of affection and parental interest); the failure to recognise and to treat early enough children who are of sub-normal intelligence or who develop unstable, anti-social characters; and the widespread influence of changing moral standards. Another main cause, and one which may often be more readily capable of remedy, is lack of opportunity for and encouragement or guidance in the proper use of leisure. Other factors to which the recent increase in delinquency has been attributed are the shortage or high cost of commodities, and the temptation offered by the display in shops of goods which attract children.

7. The need for scientific inquiry into causes of delinquency is realised and is receiving attention, but this consideration should not be allowed to delay action on the broader lines suggested below.

POSSIBLE REMEDIES

8. To some extent juvenile delinquency can be combated by the practical device of removing so far as possible from young people the temptations to wrongdoing; but as a permanent solution something more constructive is required. First, there must be recognition of what every child needs in the way of affection and a secure environment, and an attempt to lay the foundations of good conduct during the vital early years of life when proper and lasting training and guidance are fundamental to future right living. This is a matter for parents, and instruction and advice on the bringing up of children should be readily available to them. Secondly, every endeavour must be made to maintain and reinforce in the minds of both parents and young people the standards of good conduct which in many cases have become weakened or obscured. The form which this endeavour will take must clearly vary according to individual circumstances and beliefs; but among the means to hand there is no doubt that the religious instruction now given in all schools is of great importance. Thirdly, the character training given in school and at home can be developed and reinforced through the leisure-time activities provided by clubs and

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youth welfare organisations. Special education for children who are handicapped physically or mentally will also be a valuable help. Fourthly, guidance should be given to school leavers in the choice of suitable employment and every effort made to keep in touch with them after they have started work. Finally, there are many ways in which difficulties in home conditions can be alleviated, and it is desirable to make known the services—official and voluntary—which exist for this purpose, and to simplify the procedure and co-ordinate the efforts to this end.

IMPORTANCE OF CO-OPERATION

9. Much closer understanding and co-operation will be needed if the various services for the welfare of young people and the guidance of parents are to function to full effect, and if young people in need of help are to be assisted to the best advantage. An essential thing is that the officers of one service should know and have confidence in the work of associated services; and each should be able to contribute from his experience, often of the same child in a different setting, something of value to the other.

SUGGESTED ACTION

10. It is accordingly suggested that the local organisations concerned, including education committees and teachers, local youth employment committees and youth employment officers, local youth committees and youth leaders, children's committees and officers, health committees and health visitors, probation officers, police and voluntary bodies should be invited to nominate representatives who would meet at regular intervals to act as a clearing house of practical experience and local knowledge and to encourage the services concerned to institute the necessary executive action. In many administrative counties it would no doubt be convenient to make arrangements for more than one group of representatives. The situation, even in areas which have shown no serious rise in the rate of juvenile delinquency in 1948, demands not only that each service should be fully effective but that there should be systematic co-operation among all the services towards the attainment of the common end.

11. The immediate task of this group of representatives would be to find out the facts about juvenile delinquency in the area; the next task would be to study the main contributory influences with a view to preventive measures and remedies. This suggestion is not novel, since many areas have undertaken such surveys, and some have carried out constructive campaigns. In undertaking such a study, the representatives of the services would probably want to enlist the help of people in the district with experience of such investigations, for example, universities or other research centres, or child guidance clinics. It would, no doubt, be desired also to bring into consultation representatives of the churches and of juvenile court panels and probation committees. The statistics quoted at the end of paragraph 2 indicate the need to ascertain the views of representatives of people (such as the owners of large shops) who suffer losses and whose attitude towards the offenders is of consequence. When the problem has been examined and analysed, it would be for the statutory and voluntary agencies concerned to consider the preventive measures and remedies advocated, and to decide what action should be taken.

12. Local meetings of representatives would, of course, decide on their own procedure, but it may be of assistance to suggest some of the questions which are likely to need consideration. The following list is in no sense exhaustive, and other questions will no doubt emerge from review of local conditions in the different areas. The references below to "Out of School" are to particular recommendations of the Central Advisory Council of the Ministry of Education in their second report entitled "Out of School" (published by H.M. Stationery Office, price 1s. 0d. net):—

Are adequate facilities for healthy and interesting leisure-time pursuits available for the adult community, for young people, and for children in term-time and holidays?

Are there sufficient facilities for recreation and entertainment which can be enjoyed by parents and children together?

Are courses on the development and interests of children provided for parents and prospective parents? ("Out of School," page 7, recommendation 10.)

Is the equipment and material provided for the play and recreation of children adequate and suited to the children's interests? Are steps taken to ascertain the views of the parents about the times at which these facilities are available? Are the schools, school playgrounds and other playing spaces and adequate library facilities for children available out of school hours? ("Out of School," page 7, recommendations 11 to 14 and Appendices.)

Are the clubs and organisations for young people and school children adequate in number and type to provide attractive leisure-time occupation for boys and girls? Can new types of clubs be devised to attract those not yet interested?

How far do teachers, club leaders and others, in the light of their knowledge of individual children, assist parents in suggesting suitable hobbies and other healthy activities to boys and girls who find it difficult to occupy their spare time happily and profitably?

Do they succeed in spotting the "odd man out" and the "gang," finding ways of turning energies into worth-while channels, and producing a healthy sense of individual or community achievement?

Are the schools successful in setting good standards of discipline and behaviour? Is the religious education provided at the schools the moral force that it ought to be?

Do the parents know all they ought to about the work of the schools? What arrangements, e.g. parent-teacher associations, are there for co-operation between them and the schools?

How quickly and thoroughly are truancy and first offences followed up by all concerned with the child? Are the reasons, and the remedies, carefully studied?

Can more be done now or in the near future to give maladjusted and educationally sub-normal children the help they need?

Are the facilities for child-guidance sufficient? Is there co-operation with the Juvenile Court? Could the Child Guidance Service do more to prevent delinquency by general lectures to parents or by other methods?

Are local arrangements for ineducable children satisfactory?

Are young parents given sufficient advice in the rearing and training of their children of pre-school age?

Is enough done to give mothers some relief from the strain of bringing up a young family, e.g. by a system of home helps and "sitters in"?

Are parents aware of the social services which exist to help them? Is anything done to advise and help parents who do not look after their children properly?

How far is use being made of the facilities offered by the youth employment service?

Is there adequate co-operation between all who are concerned with the welfare of parents and children and the prevention of juvenile delinquency, e.g. education, health, and children's authorities, police, teachers, attendance officers, school and district nurses, health visitors, housing managers, probation officers, social workers, marriage guidance centres, the churches, employers, etc.?

Would it be a help if the local authority designated an officer as a clearing house for information and inquiries and to co-ordinate action where appropriate, particularly action to improve unsatisfactory home conditions where children are neglected, or in danger of being neglected?

13. To make any substantial progress towards solving the problem of juvenile delinquency will demand continuous application over a long period, and in some areas measurable results may not be achieved for a considerable time. It is essential that local efforts to raise the standards of the public services and of public opinion should not be allowed to slacken either because progress is difficult or because some improvement comes easily. The tendencies underlying the rise in delinquency are of long standing, and it is only by long-term measures, sustained through periods of difficulty and disappointment, that lasting results will be achieved.

APPENDIX X

RETURN TO AN ADDRESS OF THE HOUSE OF LORDS DATED 23RD MARCH, 1950, FOR PAPERS

(Ordered by the House of Lords to be printed, 26th July, 1950)

Action taken by Local Authorities on the Memorandum on Juvenile Delinquency issued jointly by the Home Office and Ministry of Education

In April, 1949, a memorandum on juvenile delinquency was issued jointly by the Home Office and the Ministry of Education, following a central conference that had discussed the persistence of a high rate of delinquency and in particular the serious increase in the number of juvenile offenders in 1948. The memorandum was sent to Chairmen of County Councils and Lord Mayors, or Mayors, of County Boroughs in England and Wales, asking that local conferences should be held to consider the problem as it affected their areas. It was suggested that the interested local organisations, statutory and voluntary, should be invited to nominate representatives who would meet regularly, first, to ascertain the facts about juvenile delinquency in the area and to study the main contributory influences with a view to preventive measures and remedies, and, secondly, to act as a clearing house of practical experience and local knowledge which would be of help to all the services. In this way, it was hoped that general interest would be aroused, that a healthy public opinion would be created, that improvements found to be necessary would be made in local services, and that systematic co-operation among all the services would be assured. In paragraph 13 of the memorandum it was acknowledged that the tendencies underlying the rise in delinquency were of long standing, and that it was only by sustained efforts that lasting results would be achieved.

Reports obtained from the local authorities, of which there are 145, show that seventy-three have held local conferences, some of which have met more than once, and that fifteen intend to hold conferences soon. These eighty-eight authorities represent 75 per cent. of the population. In fifty-eight areas committees composed of representatives of the local services have been established. Some local authorities on consideration of the memorandum concluded that arrangements which had already been adopted were adequate for the needs of the local situation. The councils of certain counties which are mainly rural in character decided that the volume of juvenile delinquency was not such as to warrant the introduction of arrangements of the kind advocated in the memorandum.

Many of the committees that have been set up are still engaged in examining the local problem, collecting statistics and investigating different aspects of the subject. In other areas, the local authorities have reached conclusions as to factors that are considered to contribute to the problem of juvenile delinquency and as to the need for the improvement or expansion of some services. Several local authorities have suggested that there is need for research into the causes of juvenile delinquency.

It is too early to assess the effect of the measures that are being taken. The trend of juvenile delinquency since the issue of the memorandum is shown by the numbers of persons under 17 found guilty of indictable offences in England and Wales and dealt with in magistrates' courts. The figures are as follows :—

						<i>Under 14</i>	<i>Aged 14 and under 17</i>
1948	...	...	...	...	...	26,715	16,991
1949	...	...	...	...	...	24,872	15,064
January to May, 1950 (provisional)	...	...	...	...	...	11,175	7,116

*Note :—*These figures are for magistrates' courts only, and so the totals are slightly lower than those given in the footnote to paragraph 1 of the memorandum on juvenile delinquency (p. 142).

APPENDIX XI

(See paragraph 232 of the Report)

STATUTORY INSTRUMENTS

1950 No. 1627 (L. 25)

JUVENILE COURTS, ENGLAND

The Juvenile Courts (Constitution) (Amendment) Rules, 1950

Made - - - - - 4th October, 1950

Laid before Parliament - 5th October, 1950

Coming into Operation - 1st November, 1950

I, William Allen, Viscount Jowitt, Lord High Chancellor of Great Britain, in exercise of the powers conferred upon me by paragraph 1 of the Second Schedule to the Children and Young Persons Act, 1933(a), as extended by Section 14 of the Justices of the Peace Act, 1949(b), and of all other powers enabling me in this behalf, hereby make the following Rules :—

1.—(1) These Rules may be cited as the Juvenile Courts (Constitution) (Amendment) Rules, 1950, and the Juvenile Courts (Constitution) Rules, 1933(c), 1934(d), and 1942(e), which relate to the constitution of Juvenile Courts outside the Metropolitan Police Court area and the City of London, shall have effect as amended by these Rules.

(2) The Interpretation Act, 1889(f), shall apply to the interpretation of these Rules as it applies to the interpretation of an Act of Parliament.

(3) These Rules shall come into operation on the first day of November, 1950.

2. Subject to the provisions of these Rules—

(a) no Justice shall, on or after the first day of February, 1951, be a member of a Juvenile Court panel (hereinafter referred to as a “panel”) after he has attained the age of 65 years ;

(b) the appointment of a member of a panel who, on the said date, has already attained the age of 65 years, shall cease on that date.

3. If at any time it appears necessary to the Lord Chancellor in order to have enough Justices on a panel in any area that exception should be made to the provisions of the foregoing Rule, he may direct that a Justice shall continue to be a member of, or shall be eligible for appointment to, a panel notwithstanding that he has attained the age of 65 years.

4. The foregoing Rules shall not apply to a Stipendiary Magistrate while he holds office as such.

5. For Rules 9 and 10 of the Juvenile Courts (Constitution) Rules, 1933(c), there shall be substituted the following Rules :—

“ 9. Where a vacancy occurs in the panel, the justices shall as soon as practicable appoint from among their number a justice to fill the vacancy, and any justice so appointed shall serve as a member of the panel until the end of the period for which the panel was appointed.

10. The clerk to the justices shall forthwith notify the Secretary of State of the name and address of any justice who is appointed to serve on the panel or ceases to be a member thereof ; and such notification shall specify the Rule under which the appointment is made or circumstances in which the justice has ceased to be a member, as the case may be ”.

Dated the fourth day of October, 1950.

Jowitt, C.

(a) 23 & 24 Geo. 5. c. 12.

(c) S.R. & O. 1933 (No. 647) p. 954.

(e) S.R. & O. 1942₂ (No. 2680) I, p. 488.

(b) 12, 13 & 14 Geo. 6. c. 101.

(d) S.R. & O. 1934 (No. 273) I, p. 870.

(f) 52 & 53 Vict. c. 63.

STATISTICAL TABLES

CHILDREN ACT, 1948 : CHILDREN IN THE CARE OF LOCAL AUTHORITIES ON 30TH NOVEMBER, 1949 (a)

Table I.—Manner of accommodation of Children in Care under Sections 1 or 6(4) of the Act or under a Fit Person Order

	Total of Children in Care	Boarded Out	Percentage Boarded Out	Children's Homes	Residential accommodation for children ascertained to be handicapped	Hostels	Voluntary Homes	Accommodation under National Assistance Act	In other Accommodation
Boys ...	30,661	8,951	29	15,225	863	455	3,161	795	1,211
Girls ...	24,594	10,320	42	9,283	448	277	2,807	509	950
Total ...	55,255	19,271	35	24,508	1,311	732	5,968	1,304	2,161

Table II.—Information about the Children in Care shown in Table I

	Care Categories			Age Groups				Resolutions under Section 2
	Under Section 1	Under Section 6(4)	Under a fit person Order	Aged under 2 years	Aged 2 years but not of compulsory school age	Of compulsory school age	Over school leaving age	
Boys ...	22,948	16	7,697	2,127	4,559	20,061	3,914	4,230
Girls ...	18,262	7	6,325	1,726	3,286	15,925	3,657	3,598
Total ...	41,210	23	14,022	3,853	7,845	35,986	7,571	7,828

(a) Provisional figures show that the number of children in the care of local authorities on 30th November, 1950, was 58,987, of whom 21,710, or 37%, were boarded out.

APPROVED SCHOOLS

Table III.—Number of Children and Young Persons admitted to Approved Schools by Order of Court in each year

Year	Senior Schools		Inter- mediate	Junior Schools		Classifying		Total		Grand Total
	Boys	Girls	Boys	Boys	Girls	Boys	Girls	Boys	Girls	
1938...	1,399	351	837	1,020	306	—	—	3,256	657	3,913
1939...	1,410	367	910	1,002	316	—	—	3,322	683	4,005
1940...	2,023	473	1,366	1,410	348	—	—	4,799	821	5,620
1941...	2,024	495	1,241	1,301	450	—	—	4,566	945	5,511
1942...	2,141	642	1,467	1,322	401	—	—	4,930	1,043	5,973
1943...	1,622	588	1,276	1,271	394	443	—	4,612	982	5,594
1944...	1,441	586	991	1,254	420	491	190	4,177	1,196	5,373
1945...	1,695	521	990	1,188	444	591	229	4,464	1,194	5,658
1946...	1,492	438	949	1,064	288	539	224	4,044	950	4,994
1947...	1,266	228	863	900	273	465	271	3,494	772	4,266
1948...	1,279	194	1,060	1,027	323	491	290	3,857	807	4,664
1949...	1,018	105	1,001	1,046	249	435	287	3,500	641	4,141

Table IV.—Number of Children and Young Persons sent by Order of Court who were resident in Approved Schools on 31st December in each year

Year	Senior Schools		Inter- mediate	Junior Schools		Classifying		Total		Grand Total
	Boys	Girls	Boys	Boys	Girls	Boys	Girls	Boys	Girls	
1938...	2,494	591	1,762	3,012	905	—	—	7,268	1,496	8,764
1939...	2,482	637	1,755	3,119	867	—	—	7,356	1,504	8,860
1940...	2,375	702	1,909	3,076	839	—	—	7,360	1,541	8,901
1941...	2,446	700	2,075	3,346	971	—	—	7,867	1,671	9,538
1942...	2,634	801	2,287	3,568	967	—	—	8,489	1,768	10,257
1943...	2,724	890	2,257	3,743	993	71	—	8,795	1,883	10,678
1944...	2,642	977	2,455	3,894	1,008	95	79	9,086	2,064	11,150
1945...	2,637	1,048	2,322	3,913	970	89	73	8,961	2,091	11,052
1946...	2,542	1,009	2,278	3,759	806	84	66	8,663	1,881	10,544
1947...	2,150	769	2,046	3,373	692	98	70	7,667	1,531	9,198
1948...	2,073	708	2,104	3,411	728	111	66	7,699	1,502	9,201
1949...	2,009	603	2,083	3,371	702	127	71	7,590	1,376	8,966

Table V.—Ages of Children and Young Persons resident in Approved Schools on 31st December in each of the years 1938, 1942, 1946 and 1948

Age	Boys				Girls			
	1938	1942	1946	1948	1938	1942	1946	1948
Under 8 years	3	5	1	—	6	3	—	—
8–10 years ...	85	80	98	81	19	13	6	8
10–12 „ ...	685	766	824	708	101	89	40	52
12–14 „ ...	1,809	2,663	2,409	1,996	268	304	216	201
14–15 „ ...	1,171	1,473	1,548	1,704	257	304	238	242
15–16 „ ...	1,146	1,350	1,296	1,233	272	327	291	268
16–17 „ ...	1,100	1,260	1,357	1,102	293	369	442	316
17–18 „ ...	879	783	911	707	200	295	438	296
18–19 „ ...	390	109	219	168	80	64	210	119
Total ...	7,268	8,489	8,663	7,699	1,496	1,768	1,881	1,502

Table VI.—Record of children placed out from Approved Schools during the three years following placing out

The figures in lines 2-4, 6 and 8-11 are based on information about the history of each boy or girl during the three years after he or she is placed out.

(a) BOYS

Year placed out	1938	1939	1940	1941	1942	1943	1944	1945
1. Placed out	3,321	3,346	4,919	4,232	4,623	4,670	4,110	4,698
2. Readmitted or recalled	296	229	537	464	629	577	487	482
3. Certified insane or mentally defective	18	19	27	22	23	29	35	30
4. Died	14	8	53	58	77	52	30	33
5. Remainder for analysis	2,993	3,090	4,302	3,688	3,894	4,012	3,558	4,153
6. Unsatisfactory	735	836	1,234	1,145	1,248	1,379	1,289	1,359
7. Satisfactory	2,258 75%	2,254 73%	3,068 71%	2,543 69%	2,646 68%	2,633 66%	2,269 63%	2,794 67%
8. Lost	52	38	144	51	39	115	30	23
9. Recommitted (included in 6)	196	185	317	287	330	349	351	335
10. Sent to Borstal (included in 6)	233	224	323	286	345	383	324	360
11. Sent to prison (included in 6)	107	137	240	191	151	113	148	131

(b) GIRLS

Year placed out	1938	1939	1940	1941	1942	1943	1944	1945
1. Placed out	671	739	777	752	869	764	934	1,060
2. Readmitted or recalled	147	203	152	128	147	75	123	116
3. Certified insane or mentally defective	524	536	625	624	722	636	775	901
4. Died	88	88	109	98	133	133	155	155
5. Remainder for analysis	436 83%	448 84%	516 82%	526 85%	589 82%	503 79%	620 80%	746 83%
6. Unsatisfactory	19	15	37	29	40	38	19	29
7. Satisfactory	8	7	13	19	21	17	25	18
8. Lost						45	30	24
9. Recommitted (included in 6)						9	20	15
10. Sent to Borstal (included in 6)								
11. Sent to prison (included in 6)								

Table VII.—Numbers of Boys and Girls placed out from Approved Schools during the year 1949, and the Nature of the Employment entered

A. Boys

Nature of Employment	Senior	Inter- mediate	Junior	Classifying	Total
Navy	22	23	5	—	50
Army	249	33	12	1	295
R.A.F.	13	3	—	—	16
Merchant Navy	39	60	1	—	100
Fishing fleet	10	4	2	1	17
Baking	13	15	18	—	46
Boot and shoe making	18	17	14	—	49
Building trades	198	139	81	1	419
Catering	42	38	45	—	125
Clerical work	6	17	14	—	37
Clothing	13	24	16	1	54
Domestic service	19	7	7	—	33
Engineering	161	182	143	1	487
Farming	70	80	90	—	240
Gardening	23	34	18	—	75
Mining	47	35	19	1	102
Printing	2	11	5	1	19
Railway work	14	8	16	—	38
Road transport	14	13	8	—	35
Retail trades	58	54	77	—	189
Woodworking	87	93	42	—	222
Other factory work	149	107	147	—	403
Other regular employment	103	94	103	—	300
No regular employment	7	7	4	1	19
Attending school	—	16	316	4	336
	1,377	1,114	1,203	12	3,706

B. Girls

Nature of Employment	Senior	Junior	Classifying	Total
Assisting at home	22	9	—	31
Catering	28	21	—	49
Clerks and typists	23	23	2	48
Domestic service	111	69	1	181
Dressmakers	23	18	—	41
Factory workers	82	76	—	158
Farm and garden workers (exclusive of W.L.A.)	3	6	—	9
Hospital nurses	18	4	—	22
Wardmaids	29	9	—	38
Other hospital services	13	10	—	23
Laundry workers	16	8	—	24
Nursery nurses	9	13	—	22
Shop assistants	25	23	—	48
Women's services	39	2	—	41
Other regular employment	25	6	—	31
No regular employment	5	4	—	9
Attending school	2	25	1	28
	473	326	4	803

**Table VIII.—Number of Direct Committals to Borstal from Approved Schools
1938–1949**

(The figures for 1946–1948 include absconders committed to Borstal)

	1938	1939	1940	1941	1942	1943	1944	1945	1946	1947	1948	1949
Boys	99	86	98	111	92	114	158	248	314	248	227	112
Girls	32	38	34	54	48	67	97	84	53	35	32	20
Total	131	124	132	165	140	181	255	332	367	283	259	132

**Table IX.—Orders made by the Secretary of State under Section 9 of the
Mental Deficiency Act, 1913, in connection with Children and Young
Persons under Detention in Approved Schools**

Year			Boys	Girls	Total
1938	...	...	25	51	76
1939	...	...	15	47	62
1940	...	...	28	39	67
1941	...	...	20	81	101
1942	...	...	27	115	142
1943	...	...	21	93	114
1944	24	66	90
1945	16	82	98
1946	28	51	79
1947	17	51	68
1948	36	43	79
1949	40	47	87



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